

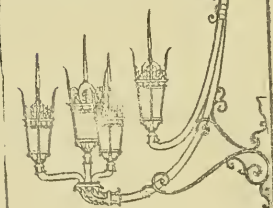
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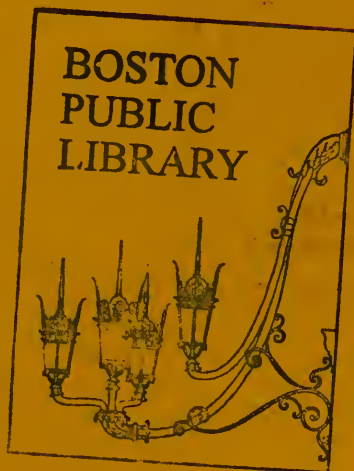
ADDITIONAL  
ENVIRONMENTAL DATA

Construction of New Federal Office Building

Boston, Suffolk County, Massachusetts

- General Services Administration  
Public Buildings Service

MAY 31 1979





ADDITIONAL  
ENVIRONMENTAL DATA

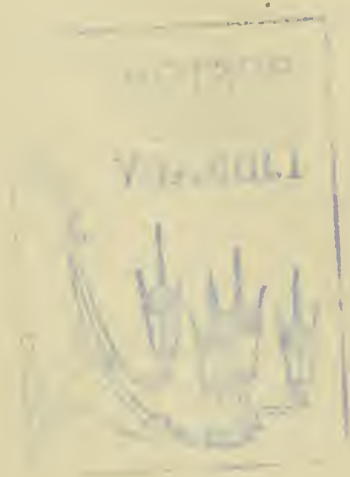
Construction of New Federal Office Building

Boston, Suffolk County, Massachusetts

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Public Buildings Service

MAY 31 1979







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THREE FINAL ALTERNATE SITES  
NEW FEDERAL BUILDING, BOSTON, MASSACHUSETTS

FACTOR

Community Land Use and Plans

Located in C.B.D.?

\*Predominant existing land use area

\*Urban renewal areas and redevelopment projects/Influences

\*Conflicts with specific proposals of above areas/projects?

\*Regular zoning district

\*Special overlay zoning districts

Project would comply with zoning?

Historical and Cultural Resources

\*Recommended for re-use by Advisory Council

Potential for reuse of existing structures  
(Note: Eligibility for National Register listing and impacts of proposed project on existing buildings on any of three sites cannot be determined until GSA's contracted Historic Preservation Conservator has completed studies.)

Impact on prehistoric or historic archeological sites

Socio-economics

Accessible to low and moderate income housing?

Impact on overall metropolitan area housing market

\*Known proposals for use of site for housing

\*Favored by Chinese community to catalyze rehabilitation and housing?

Potential to create temporary construction jobs

Potential to create permanent jobs from outleasing of multi-use space

Site A  
600 Washington Street

Site K  
Tremont/Boylston

Site L  
Church Green

Referen  
Sectio

Yes

Yes

Yes

Adult entertainment

Adult entertainment

Financial/Retail

Park Plaza, Boylston-  
Essex, Lafayette Place,  
Chinatown, Downtown  
Crossing, Theatre District

Park Plaza, Boylston-  
Essex, Lafayette Place,  
Chinatown, Downtown  
Crossing, Theatre District

Lafayette Place,  
South Station,  
Chinatown, Downtown  
Crossing

Yes-Chinatown,  
Lafayette Place

Yes-Lafayette Place

D-10

B-10/M-8

Adult entertainment

Adult entertainment, Height  
limits facing Boston Common

None

Yes

Yes

Yes

No

No

Yes

Yes

Yes

Yes

Unlikely

Unlikely

Unlikely

Yes

Yes

Yes

Minimal

Minimal

Minimal

Chinese community

BRA high-rise  
(No developer identified)

None

No

Yes

No

Yes

Yes

Yes

Yes

Yes

Yes

Yes

Yes

Yes

FACTOR

Socio-economics (continued)

- \*Present gross tax assessment after abatements
  - \*Number of parcels scheduled for taking by tax title (Unpaid taxes)
- Overall impact from release of space on urban and suburban office markets
- \*Existing uses to be relocated

Utilities and services

- Accessible adequate water mains adjacent to site
- \*Accessible adequate sewer lines adjacent to site
- Accessible adequate storm lines adjacent to site
- Accessible adequate electrical cables adjacent to site
- Adequate available solid waste collection service
- Accessibility of other utilities (telephone, firealarm, natural gas)

Transportation and Parking

- \*Streets where traffic volume increases due to visitors and employees is expected to exceed 10% of present average daily traffic
- \*Existing parking spaces on site, to be replaced by 285-space garage
- Available on-street parking
- Accessible to parking at proposed Lafayette Place garage
- \*Distance to nearest subway stations
- \*Streets where pedestrian congestion may result

Compliance with Transportation Control Plan

Reference	Site A	Site K	Site L	Section
	600 Washington Street	Tremont/Boylston	Church Green	
III.C.3	\$381,620	\$609,666	\$381,854	III.C.3
III.C.3	1 of 2	1 of 8	4 of 5	III.C.3
III.C.4	Positive	Positive	Positive	III.C.4
III.C.5	Offices, stores, parking garage	Offices, stores, parking lot.	Offices, stores, tavern, restaurant, manufacturing, wholesaler, lot and garage parking.	III.C.5
III.D.1	Yes	Yes	Yes	III.D.1
III.D.2	No	No	Yes	III.D.2
III.D.3	Yes	Yes	Yes	III.D.3
III.D.4	Yes	Yes	Yes	III.D.4
III.D.5	Yes	Yes	Yes	III.D.5
III.D.6	Yes	Yes	Yes	III.D.6
III.E.1	Avery, Harrison Avenue	None	Bedford	III.E.1
III.E.2	700 (garage), 64 (lot)	69 (lots)	1,069 (garages), 69 (lot)	III.E.2
III.E.2	None	None	None	III.E.2
III.E.2	Yes	Yes	Yes	III.E.2
III.E.3	Adjacent to site (2 stations)	Adjacent to site (1 station)	2 Blocks (2 stations)	III.E.3
III.E.4	Essex, Harrison Avenue	Boylston, Essex	Summer, Devonshire, Bedford, High	III.E.4
III.E.5	Yes	Yes	Yes	III.E.5

Physical Characteristics	FACTOR	Site A		Section	
		600 Washington Street	Tremont/Boylston	Church Green	
Type of foundation required		Caisson, possibly mat	Caisson, possibly mat	Caisson, possibly mat	III.F.1
Groundwater depth/dewatering required?		10 ft./yes	10 ft./yes	10 ft./yes	III.F.1
Impact on vegetation and wildlife		None	None	None	III.F.2
Located in 100-year flood plain?		No	No	No	III.F.3
Construction will be consistent with local wind and earthquake conditions?		Yes	Yes	Yes	III.F.3
D.E.Q.F. permit required if oil-fired heating plant is used?		Yes	Yes	Yes	III.F.4
Most probable heating method		Steam	Steam	Steam	III.F.4
Anticipated exceedance of air quality standards due to traffic		None	None	None	III.F.4
Anticipated violations of city noise standards		None	None	None	III.F.5
Anticipated significant increases in traffic noise		None	None	None	III.F.5
*Wind impacts (Note: Detailed study of all possible designs on all three sites is not feasible. Wind will be design factor for architect; wind tunnel studies may be conducted if warranted).		Not known	Not known	Not known	III.F.6
*Shadow impacts on Boston Common and Public Garden		None	Minimal (early morning in December only)	None	III.F.7

\*Factors in which sites do or may vary significantly. In all other factors, differences between sites are minimal.





## ADDITIONAL ENVIRONMENTAL DATA

### Construction of a New Federal Office Building Boston, Suffolk County, Massachusetts

#### I. INTRODUCTION

##### A. Purpose of this Additional Environmental Data

Pursuant to the Public Buildings Act of 1959, as amended, the General Services Administration (GSA), provides for the facility and space needs of various Federal agencies. Under this authority and in accordance with a resolution of the Committee on Public Works and Transportation of the United States House of Representatives, GSA has investigated the space needs of Federal agencies in the Boston, Massachusetts area. Based on this investigation, GSA is proposing the construction of a new Federal Office Building to house agencies presently located in leased office space in the Boston Area. Pursuant to the National Environmental Policy Act of 1969, as amended, this additional environmental data presents the environmental impact of the proposed action on each of the three final sites under consideration.

##### B. Community Profile

Boston, the largest city in New England and the capital of Massachusetts, is located in eastern Massachusetts on the Atlantic Ocean, about 220 miles northeast of New York City. (See Figure 1) The 1970 population was 641,071 for the city and 2,753,700 for the metropolitan area. Boston is the center of the commercial, financial, wholesale and retail trade, and service activity for all of New England. The city is also the headquarters location of the New England Region for most Federal agencies. Of all GSA-controlled space occupied by Federal agencies in the Region, roughly 25% is in Boston.

##### C. Background of Proposal

The John F. Kennedy Federal Building, completed in 1966, was intended to accommodate the space requirements of most of the Federal agencies then occupying leased space in Boston. Since that time, however, many new programs have been initiated and many new agencies created, resulting in continually

expanding space requirements. The existing Federal Buildings have not been able to accomodate these needs, so the agencies either have been housed in leased space or other agencies have been relocated to leased space in order to provide the necessary space in Government-owned buildings.

In addition to space in five GSA owned buildings, Federal agencies presently occupy about 565,000 square feet of general purpose leased space at various locations scattered throughout Boston and Cambridge. The proposed Federal Office Building would provide centralized, efficient first-class space for most of these agencies in addition to three agencies presently located in the suburban communities of Burlington, Newton, and Quincy, and would relieve the burden of administering numerous lease contracts. It would be constructed on a site to be acquired within a delineated area covering most of downtown Boston, including the North Station and South Station areas. (See Figure 2)

## II. DESCRIPTION OF THE PROPOSED PROJECT

The proposed Federal Office Building will contain approximately 638,050 occupiable square feet, or about 960,380 gross square feet. A minimum site of approximately 55,000 square feet will be required. The building will have up to 22 floors above ground and three basement levels, including a 100,000 square foot parking garage. The estimated population of the building at the time of occupancy is about 3,000.

The occupiable area is divided as follows:

	<u>Square Feet</u>	<u>Personnel</u>
Agency Space	481,678	2,917
Building Service	19,550	17
Custodial	12,000	47
Reserve for future expansion	2,772	19
Parking garage	100,000	-
Multi-use space	22,050	
TOTAL OCCUPIABLE AREA	<u>638,050</u>	<u>3,000</u>

Building service areas include conference rooms, vending facilities, cafeteria, minority-operated concessions, communications facilities, a health unit, a mail room, an information center, and Federal Protective Service facilities. The multi-use space

is provided to encourage public access and to provide multi-purpose space which can be utilized for community, cultural, educational, or recreational activities, as required by the Public Buildings Cooperative use Act of 1976.

The agency space is proposed to be assigned as shown in the accompanying list.

These agencies are presently housed in various government-owned and leased locations scattered throughout Boston Metropolitan Area. (See Figure 3) Three are located in the John F. Kennedy Federal Building, and are to be relocated to the new building for the dual purpose of resolving their own space problems and providing expansion space for other agencies. One is located in nearby Cambridge and three are located in the suburban communities of Newton, Burlington, and Quincy. These four agencies are to be relocated to downtown Boston in conformance with the President's Urban Policy as implemented by Executive Order 12072. The remaining agencies to be housed in the new building are presently located in leased space in the downtown Boston area.

It should be pointed out that these proposed space assignments are tentative, for planning purposes in determining the required size of the new building. There may be reassignments of agency space between Government-owned and leased space before the proposed building is completed, so that agencies other than those listed above may finally be assigned to the new building. Regardless of this, the building will achieve its major objectives, which are to consolidate agencies to the greatest extent practicable, and to minimize the amount of leased space required.

The basement parking garage will provide spaces for about 285 vehicles. The spaces will be for official Government vehicles, visitors, and handicapped persons; no employee parking is to be provided.

The building will be designed to be accessible to the handicapped. It will comply with all applicable fire safety and Occupational Safety and Health Administration (OSHA) regulations. Energy conservation measures will be included, in conformance with the GSA publication Energy Conservation Design Guidelines for New Office Buildings. These guidelines were developed for GSA

PROPOSED OCCUPANTS OF NEW BOSTON FEDERAL BUILDING

<u>AGENCY</u>	<u>PERSONNEL</u>	<u>SQUARE FEET</u>	<u>PRESENT LOCATION</u>	<u>GOVERNMENT OWNED/LEASED</u>
Office of Personnel Management	73	11,800	3 Center Plaza	Leased
Consumer Product Safety Commission	29	5,367	100 Summer Street	Leased
Department of Energy Area Office	109	15,441	Analex Building	Leased
Federal Trade Commission	31	8,000	Analex Building	Leased
Interstate Commerce Commission	26	5,600	Analex Building	Leased
Equal Employment Opportunity Commission	32	7,097	Analex Building	Leased
Social Security District Office	68	10,275	31 St. James Avenue	Leased
Geological Survey	60	9,325	Analex Building	Leased
Housing and Urban Development Area Office	292	37,570	Bulfinch Building	Leased
Housing and Urban Development Regional Office	163	30,711	JFK Federal Building	Government Owned
Small Business Administration Area Office	58	10,210	89 Broad Street	Leased
National Security Agency	11	2,930	10 High Street	Leased
Labor, Regional Office	344	63,112	JFK Federal Building	Government Owned
Labor, Management Services Administration	36	6,972	110 Tremont Street	Leased
Occupational Safety and Health Review Commission	8	3,172	100 Summer Street	Leased
Labor, Employment Standards Administration Area Office	15	1,823	100 Summer Street	Leased
Bureau of Customs Regional Office	192	38,275	100 Summer Street	Leased
National Labor Relations Board	109	21,953	99 High Street	Leased

<u>AGENCY</u>	<u>PERSONNEL</u>	<u>SQUARE FEET</u>	<u>PRESENT LOCATION</u>	<u>GOVERNMENT OWNED/LEASED</u>
Internal Revenue Service				
Regional Functions	162	29,674	100 Summer Street	Leased
Savings Bonds Division				
Treasury Department	10	1,740	100 Summer Street	Leased
Commerce Department				
Regional Office	109	17,592	441 Stuart Street	Leased
Alcohol, Tobacco and				
Firearms Division	97	14,025	JFK Federal Building/ 89 Broad Street	Government Owned/ Leased
General Accounting Office			100 Summer Street	Leased
Community Relations Service,	131	15,000		
Justice Department				
Merit System Protection Board	19	2,650	100 Summer Street	Leased
Federal Mediation and	6	1,755	100 Summer Street	Leased
Conciliation Service	13	4,902	100 Summer Street	Leased
Social Security Area Office	6	1,205	100 Summer Street	Leased
Secret Service	49	9,470	575 Technology Square Cambridge, Mass.	Leased
Fish and Wildlife Service				
Regional Office	300	36,376	Newton, Mass.	Leased
Federal Aviation Agency	339	52,600	Burlington, Mass.	Leased
National Credit Union				
Administration	20	5,056	Quincy, Mass.	Leased
TOTAL	2,917	481,678		



by three consulting firms, with input from architects, engineers, and industry. They suggest methods by which new buildings may be designed to achieve up to 60% savings in energy consumption over conventional construction methods. Purposely constructed in a combination of guidelines and performance terms, the consultant's recommendations permit architects and engineers the greatest latitude of design to encourage innovation in response to energy conservation principles.

### III. DESCRIPTION OF THE ENVIRONMENT AND ENVIRONMENTAL IMPACTS

#### A. Community Land Use and Plans

##### 1. Delineated Area and Site Selection Process

The delineated area (DA) within which the new Federal Office Building is proposed to be constructed was determined using standard GSA Area Delineation Model procedures. Out of 325 census tracts in the initial study area, four tracts in downtown Boston were selected as best meeting the requirements of the proposed project. These include the mission and program requirements of the executive agencies to be housed therein, zoning for high-rise development, location of historic districts, availability of purchase steam, proximity to the Government Center area, and availability of public transportation. The delineated area was refined to exclude Boston Common, the Public Garden, and the areas south of the Massachusetts Turnpike (I-90) and east of the Fitzgerald Expressway (I-93). It was later further revised to include the North Station and South Station areas, and to exclude Park Square and the South Cove.

As a result of newspaper advertisements and a public meeting held on January 31, 1979, fifteen sites within the delineated area were identified to GSA for consideration (see figure 2). Each site was physically inspected and discussed in detail by GSA's site investigation team prior to a decision for elimination or further consideration. Criteria used in the team's evaluation included site size, location, configuration, improvements, architectural or historical significance, zoning, transportation, relocation requirements for present owners and

tenants, and any other obvious advantages or disadvantages. As a result of these actions, the original list of fifteen sites was reduced to seven. Further review of these seven sites using the same criteria in greater detail resulted in the selection of the final three alternate sites discussed in this report. The final three sites (see figure 2) are:

Site A - bounded by Washington and Essex Streets,  
Norfolk Place, and Harrison Avenue,

Site K - bounded by Tremont, Boylston, Washington,  
and Avery Streets, but excluding the  
Masonic Temple at Tremont and Boylston  
Streets and

Site L - bounded by Summer, Kingston, Essex, and  
Lincoln Streets.

## 2. Central Business District

Most of Boston's Central Business District (C.B.D.) is located within the delineated area. The C.B.D. includes, roughly from north to south, Government Center, the Financial District, the Retail District, Chinatown, the South Cove, and Park Square. (See Figure 4). Within Government Center are located numerous Federal, State, and local buildings. The Retail District includes most of Boston's major department stores and many smaller ones. The Financial District lies east of the Retail District, and is bounded roughly by Devonshire Street, State Street, and the Fitzgerald Expressway. It includes the John W. McCormack Post Office and Courthouse along with many financial institutions. Chinatown lies to the south of the Retail District, roughly between Essex Street, Washington Street, the Fitzgerald Expressway, and the Massachusetts Turnpike. The area includes many restaurants, shops, and residences. The "adult entertainment district" is located along Washington Street between Stuart and Bedford Streets, and contains many bars, nightclubs, and movie theaters. Along Washington and Tremont Streets is the theater district and to the west lies South Cove bounded roughly by Berkeley, Stuart, and Tremont Streets and the Massachusetts Turnpike. It contains a mix of small residences, shops, and

offices. Park Square comprises the remainder of the C.B.D., and is bounded by Boylston, Tremont, Stuart, and Berkeley Streets. In this area are located bus depots, restaurants, shops, and several large hotels and office buildings.

Sites A, K, and L are all located within the C.B.D. Site A is located on the fringe of the adult entertainment zone, just south of the Retail District, and northwest of Chinatown. Site K faces Boston Common across Tremont Street, is also on the fringe of the adult entertainment zone, and just south of the Retail District. It is immediately adjacent to the Park Square area to the west. Site L is located a few blocks east of the Retail District, northeast of Chinatown, and on the fringes of the Financial District and the South Station Manufacturing and Commercial District. All three sites are located about three blocks from the corner of Summer and Washington Streets, generally considered the "100% location" in downtown Boston.

### 3. Urban Renewal Areas and Redevelopment Projects

The delineated area encompasses all or part of seven urban renewal areas: Government Center, Waterfront/Faneuil Hall, School-Franklin, Bedford West/Lafayette Place, Boylston-Essex, Park Plaza, and South Station. Immediately adjacent to the delineated area are four additional urban renewal areas: West End, South Cove, New York Streets, and South End. The three alternate sites lie within or adjacent to five urban renewal areas: Bedford West/Lafayette Place, Boylston-Essex, Park Plaza, South Station, and South Cove. In addition, the Downtown Crossing and Theatre District redevelopment projects, several new office buildings, and the expanding Chinese community are important redevelopment forces within the immediate vicinity of the three sites.

Bedford West/Lafayette Place, located in the retail core of the C.B.D., originally covered the block bounded by Washington and Bedford Streets, Harrison Avenue Extension, and Norfolk Place. It included retail, office, commercial development, a hotel, underground parking for 900 cars, street improvements, and utility adjustments. Largely prompted by the new Jordan Marsh building, the plan has been expanded to include the area covered by the



former Jordan Marsh Annex, the site of the Hayward Place parking garage, vacant land owned by Boston Edison to the east of Chauncy Street, and construction of a new street connecting the South Station area with Washington Street. Also included is a six year C.B.D. public improvements program including mini-parks and street adjustments, and improvements to the Washington, Essex, and Park Street subway stations. Pedestrian and street improvements have been undertaken along Washington, Summer, Chauncy, and Arch Streets in the vicinity of the new Jordan Marsh, Charlestown Savings Bank, and Union Warren Savings Bank buildings. Demolition of the Jordan Marsh annex building is underway, and the City expects that groundbreaking for the new underground parking garage will take place during the summer of 1979. Key components of the present Lafayette Place project include a 300,000 square feet retail center, 100,000 square feet of office space, and a 500-room hotel, in addition to the proposed new arterial street and other traffic improvements mentioned above.

The Boylston-Essex project, which has been completed, includes street realignment, open space, commercial development, a new entrance to Essex subway station, realignment of Boylston Street, and the new Liberty Tree Park.

The Park Plaza project covers 35 acres in the Park Square area, and is now proposed as a combined development of private investment and Highway Trust Fund money. Currently planned are 300 apartment units, a 480 room hotel, 155,000 square feet of retail space, 1,115,000 square feet of office space, and parking for 1250 cars. Included in the project is an L-shaped, mid-rise State Transportation Building with about 600,000 square feet of office space, a 60,000 square feet shopping arcade, and enclosed parking for 400 cars. Demolition of existing structures is presently underway, and the City expects construction to begin in the Spring of 1979. This complex would extend along Charles Street and Stuart Street to the corner of Tremont. The project also includes a mid-rise hotel and office building with street-level retail space along Boylston Street between Arlington and Charles Streets, and a high-rise apartment building in the

triangle formed by Charles and Stuart Streets and Columbus Ave. The "Piano Row" buildings along Boylston Street between Charles and Tremont Streets (facing the Common) and the Park Plaza Hotel on Arlington Street between Providence Street and Columbus Ave, are proposed to remain.

The South Station project provides for transportation, office, commercial, and parking uses. The Massachusetts Bay Transportation Authority (MBTA), funded by the Federal Railroad Administration, intends to completely refurbish the station to create a new Transportation Center. This Center will provide terminal facilities for commuter and intercity trains, rapid transit, and interstate bus lines, and is scheduled for completion by 1982. Also included in the project is a 600 space parking garage, a 600 room hotel, and 500,000 square feet of office space. Constructed to date are three office buildings, traffic and public utilities improvements, and street widenings and realignments.

The South Cove Project covers 96.5 acres and includes residential, institutional, commercial and entertainment uses. Completed are two residential complexes, a retail and apartment building, a hotel-retail-garage complex, rehabilitation housing, a church, elderly housing, the expansion of a high school, the South Cove Plaza, and various community facilities. Underway are a subway tunnel, street relocation, water and sewer improvements, tree planting, and installation of traffic signs and signals. Still proposed are several retail and parking facilities, a Chinese community center, expansion of the Music Hall, and additional housing developments. The Tufts New England Medical Center (TNEMC) is also included in the South Cove project area. Recent developments of TNEMC include a new doctor's building, a new dental building, and a parking garage. Still proposed are a nutrition research center by the U.S. Department of Agriculture, and a hospital wing which will use air rights to bridge across Washington Street. All of the anticipated expansion of TNEMC is planned to occur within a 13 acre area south of Stuart Street, which is covered by a cooperation agreement between TNEMC and the Boston Redevelopment Authority (BRA).

The Downtown Crossing is the new name for the former Boston Transit and Traffic Improvement Project. This \$3.5 million project is being carried out jointly by the City, the BRA, and the MBTA, with Federal funding from the Urban Mass Transit Administration and the Federal Highway Administration. It includes the area bounded by State, Court, Tremont, Stuart, and Kneeland Streets and the Central Artery, and consists of three basic components: (1) new circulation systems for buses, pedestrians, cars, taxis, and delivery trucks, (2) reconstruction of Winter, Summer, and Washington Streets, and (3) special one-year programs for increased bus operations, maintenance, enforcement, promotion, and evaluation. The new circulation patterns were implemented in September 1978, the first phase of construction is underway, and subsequent phases are in planning. The Downtown Crossing project includes the prohibition of private automobile traffic in a 10 block area of the Retail District, allowing for limited use by trucks, taxis, and buses at various hours of the day.

The Theatre District Project is a joint effort of the BRA, the Mayor's Office of Cultural Affairs (OCA), and the Mayor's Office of Federal Relations to solve the physical and cultural problems of this presently fragmented and rundown area. A major planning effort began in the Fall of 1978, and the BRA issued its preliminary report Boston's Theatre District: A Program for Revitalization in May 1979. The report was intended as both a summation of planning activities up to that time, and as a stimulus towards the realization of the proposed concepts and plans. The report presented the findings of a study conducted by Benjamin Thompson and Associates, architects of the widely-acclaimed Faneuil Hall Marketplace. The firm was contracted by the BRA to provide a conceptual plan for the District, preliminary proposals as to how the public environment of the District could be treated, and a series of alternative feasibility studies for the development parcel at Tremont and Stuart Streets. The Thompson Study identified and suggested development schemes for three major "corners" to act as focii for the District: "Theatre Corner" at Boylston and Tremont Streets, "Tremont Circus" at Tremont and Stuart Streets, and "Liberty Square" at Boylston/Essex and Washington Streets. The Thompson Study also suggested development of a pedestrian path through the District, and development of the

Tremont/Stuart parcel with retail/restaurant/entertainment uses on the first two floors and offices, housing, or a small hotel above. Also suggested by the study were a hotel in the LaGrange Street area, a "greenhouse" restaurant abutting the Wilbur Theatre on Tremont Street, and a "Black Box" experimental Opera Company facility in Park Square. The last part of the Thompson Study dealt with design of the environment within the public domain, and suggested development of various amenities including lighting, paving materials, street furniture, information kiosks, neon lighting, and signage. Other recommendations of the study included promotion of second floor retail and restaurant uses, the use of arcades and awnings over sidewalks, and the appropriate use of neon lighting. All of the Thompson recommendations and proposals were intended to be suggestive rather than definitive. The Theatre District Report also summarized the findings of surveys which had recently been completed by the BRA of building uses, building vacancies, building conditions, buildings of architectural and historical significance, and parking. It also summarized the findings of an OCA survey of the theatre market, and noted that an OCA survey of theatre groups was underway. The Report indicated that the City intended to submit an Urban Development Action Grant (UDAG) application for the Theatre District on July 31, 1979. Two immediate proposals which will serve as anchors for the revitalized Theatre District include the Music Hall expansion (mentioned above under the South Cove project) and the Savoy Theatre expansion by its new owners, the Opera Company of Boston.

Major office buildings which have recently been completed within the vicinity of the three alternate sites include the Stone and Webster Building on Summer Street (799,819 rentable square feet), the Federal Reserve Bank Building on Atlantic Avenue (1,000,000 r.s.f.), 175 Federal Street (200,000 r.s.f.), the Keystone Building at 99 High Street (775,000 r.s.f.), the Blue Cross Building at 100 Summer Street (1,034,752 r.s.f.), and the First National Bank Building at 100 Federal Street (1,400,000 r.s.f.). All of these new buildings are located in the vicinity of South Station or in the southern portion of the Financial District. Major



proposed office buildings include the State Transportation Building (600,000 square feet) and the proposed Boylston Street development (500,000 s.f.), both located within the Park Plaza project outlined above. Many of the other urban renewal and redevelopment projects described above also include smaller amounts of office space.

Boston's Chinese community, centered around Beach Street between Washington Street and the Central Artery, is the fourth largest "Chinatown" in the nation. Two major factors are contributing to the growth of the neighborhood: recent physical changes as a result of the South Cove and Boylston-Essex urban renewal projects, and recent changes in U.S. immigration laws which place fewer restrictions on the entrance of Orientals into the country. Chinese interests have recently purchased existing buildings along Washington Street between Essex and Stuart Streets in an attempt to meet some of the increasing demands for housing and services. The BRA anticipates that further expansion of Chinatown towards Washington Street will continue in the foreseeable future, and proposes that Chinese uses be encouraged to replace adult entertainment uses along Washington Street.

Site A is located immediately adjacent to phase two of the Park Plaza project, the Boylston-Essex project, and Chinatown, and overlaps the Lafayette Place project. It is also located within the boundaries of the Downtown Crossing and Theatre District projects and within two blocks of the TNEMC area. One of the 18 theatres in the Theatre District, the Essex (formerly the RKO Boston), is located on site A, although there are no known rehabilitation plans for this facility, which now serves as an adult entertainment movie house. The portion of site A lying between Norfolk and Hayward Places is also included in the Lafayette Place project. This project calls for the demolition of the Hayward Place mechanical parking garage, and temporary use as a landscaped parking lot for approximately 200 cars. The project developer is currently negotiating with a major department store chain for possible construction on this parcel. These negotiations may result in the parcel's development being included in the first phase of the overall project, rather than in the second phase as originally proposed. Site A is part of the "Lower

Washington Street Area", which was the subject of a revitalization program report published by the BRA in June 1978. The area is identified in the report as the critical missing link between the Savoy Theatre area to the north and the core of the legitimate theatre district to the south, and between Lafayette Place to the northeast and Park Plaza to the west. Development of site A as a Federal Office Building with appropriate street level retail and commercial use, would partially fulfill the goals of the Lower Washington Street report by providing a portion of the link between the two theatre areas. However, the Director of Downtown Development for the BRA has indicated that Federal use of the Hayward Place parcel would create serious non-compliance problems for the City in its agreement with the Lafayette Place developer. (The Chinese community has also indicated a desire to purchase 600 Washington Street, located on site A, for housing. This is discussed in section III.C.1.)

Site K is immediately adjacent to the Park Plaza, Lafayette Place, and Boylston-Essex projects, within the boundaries of the Downtown Crossing and Theatre District projects, and within two blocks of the TNEMC area and Chinatown. Two of the 18 Theatre District theatres, the State (formerly the Park) and the Astor (formerly the Tremont) are located on the site. Both of these theatres now serve as adult entertainment movie houses, and are not known to be planned for any specific rehabilitation projects. Site K is also included in the "Lower Washington Street Area" report, and is suggested in the report as a possible location for two new housing projects. The report emphasizes, however, that the suggested projects are only examples of possible development schemes for the site, and that no developer for the projects has been identified. It also acknowledges that office development would be a more economic use for the site than housing. In fact, it was the BRA which offered site K to GSA for consideration. The development of site K as a Federal Office Building, with appropriate street level commercial use, and the possible incorporation of one or both of the theatres, could serve to link both the north and south portions of the Theatre District and the Park Plaza and Lafayette Place developments, and to catalyze further rehabilitation of the adult entertainment and lower Tremont Street areas.

Site L is located immediately adjacent to the Lafayette Place and South Station projects and Chinatown, and within the boundaries of the Downtown Crossing. It is also near many of the recently constructed major office buildings. The Lafayette Place project includes the widening of Essex Street along the south side of site L and construction of a new connector street to Washington Street. This will slightly decrease the available area of the site. The BRA proposes to retain the Bedford Street garage to supplement parking to be provided in the Lafayette Place project, and to demolish the Lincoln Street garage and exchange the land for a vacant parcel on Chauncy Street presently owned by Boston Edison. The use of site L for construction of the Federal Office Building would be in direct conflict with the City's plans for Lafayette Place, according to the BRA Director of Downtown Development.

#### 4. Zoning

The City of Boston has enacted a comprehensive zoning ordinance providing for several types of residential, commercial, and business districts. The Code prescribes floor area ratios (FAR), defined as the ratio of the gross floor area of a structure to the total area of the lot; setbacks; rearyards; and parking requirements.

The proposed Federal Office Building is an allowed use in either business or manufacturing districts. Section 23-6 of the Code (Chapter 665 of the Acts of 1956 as ammended) provides an exemption to the offstreet parking requirement for lots zoned for an FAR of 8 or 10. All three of the proposed sites fall within this exemption.

Sites K and A are each zoned B-10 indicating retail business and office use with an FAR of 10. Both sites K and A are also in the special overlay district in which adult book stores and entertainment are allowed.

Site K is subject to Section 16-6(c) which prescribes that any building or portion thereof within one hundred feet of Tremont Street between West Street and Boylston Street be restricted to a 155 foot maximum height. This restriction is imposed for the benefit of Boston Common and the Public Garden.

Site L is zoned partially in zone B-10, however the area south of Bedford Street is zoned M-8, that is, light manufacturing with an FAR of 8. Office buildings are an allowed use.

The complex as conceived will meet area and height regulations. Further, all three alternate sites are exempt from parking requirements.

## B. Historic and Cultural Resources

### 1. Historical

Due to its importance as an early colonial port, and later as the locale for many events associated with the American Revolution, downtown Boston abounds in sites and buildings of historical significance. Figure 7 indicates those properties in or near the delineated area which are on the National Register of Historic Places.

In compliance with the Public Buildings Cooperative Use Act of 1976, GSA requested the Advisory Council on Historic Preservation to identify any existing buildings in the delineated area which are of historic, architectural, or cultural significance and which would be suitable for acquisition to meet the space requirements of the Federal Government. (See Correspondence F). The Advisory Council has furnished GSA with its preliminary findings, which concluded that there are a number of properties in the Boston Central Business District that meet the test of significance, and which appear to be available for possible Federal acquisition and use. However, no combination of buildings in reasonable close proximity to one another can provide the complete amount of space required by GSA to consolidate Federal activities. Therefore, the Council has suggested that the potential buildings may be included as a part of a total project which would consist of a combination of acquisition and renovation, and construction.

GSA's request was transmitted to the Advisory Council in November, 1977, but their reply was not received until March, 1978, shortly before the deadline for submission of GSA's report to the Committee on Public Works and Transportation. GSA, therefore, was not able to perform a thorough study on the cost and feasibility of implementing the Advisory Council's



suggestions prior to the DEIS. At a site investigation meeting held in Boston on February 1, 1979, the Regional Historic Preservation Officer was verbally advised by the Advisory Council that it was withdrawing from further consideration two of the three areas identified as having "excellent potential" in its Preliminary Findings report to GSA, namely, the "Custom House District" and the "Adult Entertainment Area", specifically the area known as the Hinge Block bounded by Boylston, Stuart, Tremont and Washington Streets. This left the Church Green site as the only location having, in the opinion of the Advisory Council, "excellent potential".

In compliance with the Public Buildings Cooperative Use Act, during the development of the project, GSA investigated the feasibility of using several existing buildings in downtown Boston. Of the few available identified, none was found which could meet the total space needs of the Government. One of the buildings so identified was the former Federal Reserve Bank building at 30 Pearl Street. This structure would have been able to satisfy approximately 50% of the space requirement. The alternative of using existing buildings independent of new construction is more fully discussed in Section V.B.

Upon authorization to proceed with the site investigation, GSA advertised for site offers, including buildings having historic, architectural or cultural significance (including but not limited to those listed or eligible to be listed on the National Register of Historic Places) which might be suitable for consideration for meeting part of all of the Government's needs, and also publicized the dates of a public meeting and the site investigation. The Advisory Council on Historic Preservation and the Boston Preservation Alliance were notified of the dates and were invited and did participate in the site investigation. Their review and comment on the site investigation report will be solicited before its submission to the GSA Washington Office, and their combined comments as submitted by the Advisory Council will be included in the Final Environmental Impact Statement.

As of the date of the site investigation and pending the procurement of an official conservator, a member of the Art-in-Architecture and Historic Preservation Staff of the GSA Washington Office served as interim

conservator to assist the regional office in its investigation and evaluation of sites and historic structures. At the outset of the investigation period, the Boston Preservation Alliance submitted a report of possible sites which had been prepared at the request of the Advisory Council, and which identified for each site the extent, in the opinion of the Preservation Alliance, of its historic resources. During the course of the site investigation, numerous meetings were held with representatives of the Alliance and the Boston Landmarks Commission concerning the status of the investigation and for exchanging information. The Preservation Alliance furnished a second report, at GSA's request, on seven sites containing potentially historic structures, and later furnished a massing study for the Church Green site alone which was reiterated to be the preferred site of the BPA.

In compliance with the requirements of Section 106 of the National Historic Preservation Act and Section 2(b) of Executive Order 11593, requests for Determinations of Eligibility for inclusion in the National Register of Historic Places will be prepared by the conservator for all structures on the three sites being considered, and the opinion of the Massachusetts State Historic Preservation Officer will be solicited thereon prior to the submission of the requests to the Department of Interior. The Conservator will also prepare Historic Structures Reports for all structures to be retained on the selected site; will formulate preservation parameters for new construction on the selected site to minimize the impacts of said construction on the retained structures and the environs in general; will assist the Government in evaluating the A/E submissions both during the level III architectural competition and the design phase of the project.

At the design phase of the project and the tentative submission by the A/E, GSA, in consultation with the State Historic Preservation Officer, will apply the Criteria of Effect to determine whether the undertaking will have an effect upon any National Register or eligible property located within the area of the undertaking's potential environmental impact and will take all required actions thereafter to comply with the regulations of the Advisory Council for the Protection of Historic and Cultural Properties.

## 2. Archeological

According to the Massachusetts Historical Commission, because the areas in which the three sites under consideration are located are in the heavily developed section of the City and the original land contours have been very disturbed, it is unlikely that prehistorical or historical sites would be encountered. Any sites that might exist in any of the three areas would be of the historic period.

Once a site has been selected, GSA will coordinate with the Massachusetts Historical Commission to evaluate the extent of disturbance and possible integrity of any archeological property in the site. If in the opinion of the Massachusetts Historical Commission and GSA significant archeological remains are possible, an archeological field survey will be conducted in compliance with Section 106 of the National Historic Preservation Act of 1966.

## C. Socio-economics

### 1. Housing

#### a. Setting

In compliance with the HUD-GSA Memorandum of Understanding, GSA requested the Department of Housing and Urban Development (DHUD) to provide a report concerning the availability of low and moderate-income housing on a non-discriminatory basis. DHUD reported that the City of Boston has a substantial majority of the subsidized housing units in the Boston Standard Metropolitan Statistical Area (SMSA). During the past three years, however, publicly-assisted housing in the suburban areas has increased markedly. The supply of housing for sale is extremely limited while the rental market is somewhat similar, especially in the suburban areas. Also, since the public transportation network is a key factor in the accessibility of housing to place of employment, DHUD advised that the City of Boston is the most accessible community in the SMSA in this regard. DHUD's General Area survey was updated in March 1979 and reached substantially the same conclusions.

Several existing and proposed housing developments are located within the vicinity of the three alternate sites. Existing housing includes Tremont on the Common (374 units). Townhouse Apartments (269 units in the former Hotel Touraine at Tremont and Boylston Streets), Chauncy Apartments (87 units at Harrison Ave and Essex Streets) and numerous upper-floor residential units in the Chinatown area. Proposed housing developments in the area include Mason Street Elderly Housing (119 units presently under construction in the former Herald-Traveler Building at the corner of Mason and Avery Streets) and the 300-unit luxury apartment tower planned as part of the Park Plaza project. In addition, the Chinese community has indicated to GSA that it has plans to acquire 600 Washington Street for rehabilitation into housing units.

b. Impacts

Since the proposed project does not involve a significant increase in the number of Federal employees, there will not be an immediate influx of new people into the Boston area. In addition, the accessibility of a centralized facility in the Boston CBD precludes the necessity for changes in the housing patterns of current employees. The overall housing market in the SMSA should not experience any measurable effects from the proposed action on any of the three alternate sites. However, the individual sites do have different potential impacts on the housing developments mentioned above, which are located in their immediate vicinity.

The 600 Washington Street building is located on Site A, and the Chauncy Apartments are located across Harrison Avenue. The demolition of 600 Washington Street by the Government for construction of the new Federal Building would preclude its renovation for housing by the Chinese community.

Site K is located across Avery Street from the Mason Street Elderly Housing Development, across Boylston Street from the Townhouse Apartments, across Washington Street from 600 Washington Street, and a block down Tremont Street from Tremont on the Common. The BRA revitalization plan for Lower Washington Street (see Section III.A.3) suggests that Site K might be suited for a high-rise housing development, though acknowledging that no developer



has been identified and that offices would probably be a more economic use for the site. The fact that the BRA offered the site (with somewhat different boundaries) for GSA to consider indicates that the City is not firmly committed to the use of the site for housing. Furthermore, the Chinese community has indicated that it would favor a Federal Building on site K as a catalyst to further rehabilitation of the adult entertainment area and a good neighbor to a housing development at 600 Washington Street.

Site L is not located near any existing or proposed housing projects, except the Chauncy Apartments which are two blocks down Essex Street. Construction of a Federal Building on this site should have no appreciable impacts on any of the housing developments mentioned above.

## 2. Employment

### a. Setting

In 1977 the unemployment rate for the City of Boston was 9.6% while the national average was 7%, and the Boston suburban rate was 7.3%. Boston's per capita income is substantially below the national average and the percentage of its citizens on public assistance is over twice the national average.

### b. Impact

In accordance with the President's Urban Policy each of the three sites is within the Central Business District. Although the majority of the tenant personnel are currently employed within the CBD there will be a positive shift of approximately 700 jobs from suburban locations. A secondary positive impact will be some increased business in the retail core. Short-term jobs will be created during the construction phase. Since the new building will be operated under contract, a number of permanent jobs also will be created. The U.S. Small Business Administration has expressed interest in ensuring that an adequate portion of the business created is provided for small business under its 8(a) program and through Set-Aside contracts. Further, the SBA is interested in concessions for services to the new building by small businesses and minority entrepreneurs.

Approximately 22,000 square feet of first floor space in the project will be available for outleasing for multi-purpose use in accordance with the Public Buildings Cooperative Use Act and may afford the opportunity for additional jobs in the area.

### 3. Tax

#### a. Setting

The current property tax rate in Boston is 252.90 per \$1,000 of assessed value, and under Massachusetts law the ratio of assessed to Fair Market Value is 100 percent.

#### b. Impacts

The gross tax assessed after abatements on Site A for 1978 was approximately 387,620 dollars, for Site L 381,854 dollars, and for Site K 609,666. Since the General Services Administration is not authorized to pay real estate taxes there will be some loss of tax revenue to the City. The amount of tax assessed overstates the amount of revenue lost by the amount of uncollected taxes. One of the two parcels comprising Site A has been tax certified and is scheduled for taking by tax title. One of the eight parcels comprising Site K has been tax certified and is scheduled for taking by tax title. Four of the five parcels comprising Site L have been tax certified and are scheduled for taking by tax title. The presence of the federal office building should have a positive impact on the value of the surrounding properties and thus indirectly raise the City's tax revenues from those properties.

### 4. Rental Market

#### a. Setting

Downtown Boston is, of course, the commercial hub of the SMSA. It offers a wide variety of retail businesses and commercial services to employees in the area. It is also the center for rentable office space in the SMSA. An October 1977 survey of the Building Owners and Managers Association of Greater Boston indicates that rentable office space in the 73 buildings surveyed in downtown Boston totals approximately 13.7 million square feet. About 13.6 percent of this space is vacant as of October. The

rate is down from the 15.1 percent rate of April 1977. The vacancy rate has dropped further since the publishing of the Draft Environmental Impact Statement. As of March, 1979, the office space market in Boston and suburban areas is tight; a sellers market. The overall Boston vacancy rate for office space is approximately 9% and the vacancy rate for high quality office space is 5%. The vacancy rate for high quality office space is projected to drop to 2% within the 1979 calendar year.

Discussions conducted by the regional Appraisal Staff with suburban realtors indicate a very tight suburban market with the demand exceeding the supply of office building space.

b. Impacts

Of the approximately 489,700 square feet of tenancy presently scheduled to be relocated to the proposed project 107,850 square feet is government owned; 278,350 is leased downtown; and 103,500 square feet is leased within the suburban area. Given the shortage of high quality office space in the downtown area the 278,350 square feet leased downtown should be absorbed within less than a year. Similarly the approximately 107,850 square feet of space released in the suburban area should be absorbed within less than one year. Overall the impact of the release of space onto the tight urban and suburban office space markets will be positive.

5. Land Use and Relocation

a. Setting

Construction upon any of the three sites will involve displacement of some occupants. GSA will assist in the relocation of affected residents, businesses, and offices, and will provide compensation in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (P. L. 91-646). The U.S. Small Business Administration would be interested in providing displaced business assistance to any small business which might be displaced by the site acquisition. (See Correspondence H)

b. Impacts

Site K contains surface parking and 15 structures. The structures are predominantly commercial and office but include three theatres and a hotel. Tenants include several taverns, an adult movie house, shoe store, several clothing stores, a furniture store, and several state offices.

Site L contains surface parking and 10 structures. The structures are predominantly commercial but include an office building and two parking garages. Tenants include several manufacturers and wholesalers, city offices, a liquor store, a couple of taverns, a restaurant, three realty offices, and several small retail and service businesses.

Site A contains 2 structures; an office building and a municipal parking garage. The primary tenant is the state of Massachusetts, other tenants include a photographer, an ice cream shop, several furriers, a publisher, and various small retail uses.

As discussed in section III.B. hereof, determinations of eligibility for inclusion on the National Register of Historical Places will be sought for all structures on the three sites under consideration, and the feasibility of utilizing any structures determined eligible on the site ultimately selected will be thoroughly evaluated during the design of the project.

D. Utilities and Services

1. Water

a. Setting

The domestic water supply and sewer systems for the City of Boston are maintained and operated by the Metropolitan District Commission (MDC), a state agency. The M.D.C. supplies water by gravity flow from the Quabbin Reservoir located 70 miles west of Boston, and the Wachusett Reservoir, located 35 miles west of Boston. The Quabbin Reservoir, the larger of the two, has a storage capacity of 412 billion gallons. The present combined yield of 300 million gallons daily (mgd) serves the needs of the 34



communities which constitute the M.D.C. water district. The City of Boston accounts for nearly 50% of the district's combined water yield. The water for Boston is distributed through a municipal pipe network which includes low-pressure and high-pressure water lines with diameters of 8 to 30 inches.

Due to the high quality of the water impounded in the various reservoirs, and a strict enforcement of sanitary rules and regulations at the watersheds, the M.D.C. finds it unnecessary to maintain and operate expensive water purification works. Water supplied to consumers in the District is treated only with small amounts of chlorine and ammonia as it enters the distribution system.

## b. Impacts

This building is estimated to have a requirement of about 51,340 gallons of water per day. This amount is based on actual usage of 20 gallons per person per day at the John F. Kennedy Federal Building. The water system capacity more than meets this demand. Water mains are accessible at the perimeter of all three sites and appear to be more than adequate to meet the demands of the proposed building.

## 2. Sewers

### a. Setting

The MDC sewer district collects and treats sanitary and industrial waste from 43 communities within the metropolitan area including the City of Boston. The system includes 225 miles of intercepting and trunk lines which collect discharge from approximately 5000 miles of city and town sewer systems. Eleven pumping stations with a total capacity of 600 million gallons per day are required to deliver the sewerage to two treatment facilities located at Deer Island and Nut Island in Boston Harbor. After primary treatment, the effluent is discharged into the Atlantic Ocean through deep outfall lines.

The City operates a system of combined and separated sanitary and storm sewers. The delineated area is served by the Boston main drainage system, a very old combined system which includes intercepting sewers along the waterfront. These interceptors discharge into the MDC main drainage tunnel to the Deer Island

Treatment Plant, where the sewerage undergoes primary treatment and is discharged into the main Boston Harbor shipping channel. The Environmental Protection Agency (EPA) issued a Draft Environmental Impact Statement on the upgrading of the Boston metropolitan area sewerage system in August 1978. The Recommended Plan presented in the DEIS includes centralized treatment of all wastewaters in the Metropolitan Sewer District at Deer Island, which will be expanded and upgraded to secondary treatment to serve the anticipated service demands of the year 2000. The effluent from the Deer Island secondary treatment plant will be discharged into Boston Harbor through the existing outfall, which will be upgraded, and an additional outfall to be constructed. Sludge generated by the treatment process will be incinerated, composted, or disposed of in a sanitary landfill. The project is expected to be completed in the mid-1980's.

Boston's combined sewer system is designed to accept sanitary sewerage, storm drainage, and industrial wastes. When the capacity of this system is exceeded, the excess flow is discharged into the nearest waterway. In the delineated area, the overflow goes into Boston Harbor. Due to the inadequate capacity of the system, these discharges are almost continuous. As a result, domestic sewerage is often cited as one of the prime pollutants of the Harbor. The Massachusetts Division of Water Pollution Control has placed those cities and towns having combined sewer overflow problems on an implementation schedule for rehabilitation and repair of tidegates and other control structures. The M.D.C. is studying the need to upgrade its treatment plants and methods for relieving overloads. Several of its projects are now being carried out, including increased chlorination treatment, rehabilitation of pumping stations, and repair of tidegates. The City of Boston has been studying plans for improving its sewer system by increasing the capacity of its intercepting sewers, improving the overflow outlet structures, and providing separate sanitary and storm sewers in some areas.

b. Impacts

The new building is estimated to generate about 51,340 gallons of sewerage per day. This waste will flow into the downtown combined sewer system for eventual treatment and discharge at Deer Island. It should be pointed out that most of this waste is already being generated by these same Federal employees at their present locations, most of which are within Deer Island's collection area. Any increase in total system sewerage resulting from this project will be due to additional future employees, and according to EPA, will be so slight as to be undetectable.

Sewer lines adjacent to sites A and K do not appear to be adequate to meet the demands of the new Federal Building. These lines would have to be upgraded if either of these sites were selected. Sewer lines adjacent to site L appear adequate to meet the demands of the proposed building.

3. Steam

a. Setting

The Boston Edison Company provides the delineated area with electric power and steam for heating and air conditioning. The delineated area is well-served with steam lines. The maximum system capacity is 2,385,000 pounds per hour. The maximum hourly demand which occurred in January, 1977 is 2,042,000 pounds.

b. Impacts

Based on actual usage of steam for heating and cooling at the John F. Kennedy Federal Building, which is similar in size and concept to the proposed building, it is estimated that the proposed building will require about 63,000,000 pounds of steam per year. A spokesman for Boston Edison has advised GSA that it should have no problem in meeting the demand of the new building. Adequate steam service is available adjacent to all three alternate sites.

#### 4. Electricity

##### a. Setting

Boston Edison has the generation capacity to meet its present electric power demand plus excess capacity for sale outside its service area. One-third of the company's capacity is provided by nuclear generation and two-thirds by fossil fuel generation. Edison's policy is to maintain its generation and distribution capabilities ten years ahead of demand requirements. Downtown Boston is well-served with electrical feeder lines.

##### b. Impacts

Based on actual usage of electricity at the John F. Kennedy Federal Building, the proposed building is estimated to require about 11,600,000 kilowatt-hours per year. A spokesman for Boston Edison has advised GSA that there would be no difficulty in meeting the building's demand in regard to generating capacity. Underground cables adequate to meet the demands of the proposed building are readily accessible at all three alternate sites.

#### 5. Solid Waste

##### a. Setting

Solid waste in Boston is disposed of in sanitary landfills, since EPA required the City to shut down all its incinerators about four years ago. Refuse is collected by private contractors, and is disposed of in the City's Gardner Street landfill site in West Roxbury, in several other landfill sites, and at the RESCO resource recovery recycling facility in Saugus. The Gardner Street landfill is not in compliance with State regulations and is rapidly reaching its capacity. The State is currently drafting new regulations to satisfy Federal solid waste disposal criteria. By the time the new Federal Office Building is completed, it is expected that the City solid waste disposal system will be in compliance with the new State regulations, or will be on an approved compliance schedule.

GSA has implemented a recycling program for some Federal agency locations in Boston including the John F. Kennedy Federal Building. Under this program, GSA



collects and sorts the paper, which is then sold to an independent buyer. This program replaced a full service contract in 1978, after the latter was found to be economically unfeasible.

#### b. Impacts

The new building is estimated to generate about 2.8 tons of solid waste per day. This amount is based on a factor of 2.2 pounds per person per day. This waste is already being generated by the Federal agencies involved in the proposed consolidation and should not create an additional burden on the system. With agencies consolidated in one building, it is likely that the GSA recycling program would be extended to cover them, thereby reducing the current level of solid waste that they generate. Solid waste disposal considerations are independent of the site selected.

#### 6. Other Utilities

Telephone service, natural gas, and fire alarm service are available at all three sites and appear to be adequate to meet the demands of the proposed Federal Office Building with no adverse impacts.

#### E. Transportation and Parking

##### 1. Streets and Traffic

##### a. Setting

The DA is well-served by expressways and arterial streets. Major expressways include the Massachusetts Turnpike (I-90), serving the western part of the state; the Southeast Expressway (I-93), serving the South Shore, Cape Cod, and Rhode Island; Route I-93 serving the northern suburbs and New Hampshire; Route 1 and the Tobin Bridge serving the North Shore, New Hampshire, and Maine; and the Callahan/Sumner Tunnels serving Logan Airport and the North Shore. (See Figure 1) Major arterial streets serving the DA include Charles, Beacon, Tremont, Washington, Congress, Boylston, Stuart, and Kneeland Streets, Atlantic Avenue, and the Surface Artery above the I-93 expressway. Average daytime traffic volumes on major streets within the DA are shown in Figure 9.

The modal split of all traffic and people entering downtown Boston, according to the most recent "Cordon Count" conducted by the Boston Traffic and Parking Department in 1974, is as follows:

	<u>7-9 a.m.</u>	<u>4-6 p.m.</u>	<u>Total 6 a.m. - 12 mid</u>
Public Transportation*	41.4%	36.5%	26.5%
Passenger Cars	52.5%	59.5%	67.0%
Trucks	6.1%	3.9%	6.5%
Pedestrians	-	-	-
	<hr/>	<hr/>	<hr/>
TOTAL	100.0%	100.0%	100.0%

(\*Includes rapid transit, streetcars, railroads, and buses.)

Interviews were also conducted in 1974 at the Jordan Marsh store at Washington and Summer Streets to determine the mode of travel of patrons and employees. The total number of patrons interviewed was about 1,150, for whom the modal split was as follows:

<u>Mode</u>	<u>Percent</u>
Subway	48%
Bus	9%
Auto	17%
Walk	19%
Auto Drop-Off	5%
Taxi	2%
TOTAL	100%

The high percentage of subway use in this area is primarily attributable to the excellent access to three of the four rapid transit and streetcar lines (Red, Orange, and Green).

In a commuting survey of Federal employees conducted by G.S.A. in 1973, the following modal split was shown for the 1553 respondents:



<u>Mode</u>	<u>People</u>	<u>Percent</u>
Private cars	420	27.0%
Carpools	117	7.5%
Government-owned vehicles	49	3.2%
Walk	68	4.4%
Bicycle	2	0.1%
Public Transportation	897	57.8%
TOTAL	1553	100.0%

b. Impacts

Of the approximately 2,917 Federal employees who will be relocated to the new building, some 708 will be relocated from Newton, Burlington, Quincy and Cambridge. Of the total of 2,917, 2,209 are now located within one mile of all three sites.

Accordingly the project will result simply in a shifting of work locations for most of the employees within Boston Proper. Therefore the "Cordon Count" figures for downtown Boston of all traffic and people entering the downtown area should not be significantly affected by the project. Compared to the 282,332 persons reported as entering the downtown area during the morning peak hour, it can be concluded that the 708 additional employees being relocated from outside the city would not be significant and that the project would have a negligible impact on the Cordon Count figures. However, a more localized impact may be expected on the streets in the immediate vicinity of the new Federal Office Building.

A comparison of the GSA survey with the "Cordon Count" figures shows that more Federal employees use public transportation for commuting to work than does the general public for all types of trips, while fewer Federal employees drive cars. Applying the percentages of the GSA survey to the 3,000 employees to be housed in the new building (including custodial, service, and future expansion personnel) gives the following modal split:

<u>Mode</u>	<u>People</u>	<u>Percent</u>
Private cars	810	27.0%
Carpools	225	7.5%
Government-owned vehicles	96	3.2%
Walk	132	4.4%
Bicycle	3	0.1%
Public Transportation	1,734	57.8%
TOTAL	3,000	100.0%

Assuming an average of about four people per carpool, the above figures indicate that about 960 cars will be driven to work by Federal employees in the new building.

It is estimated that about 2,550 people will visit Federal agencies in the new building on an average day. These trips will be spread throughout the day, and will not be concentrated in the morning and evening peak hours as will employee trips. Therefore, the results of the survey of Jordan Marsh shoppers can be applied to Federal agency visitors, especially since all three sites are located within three blocks of the Jordan Marsh store. The resulting modal split is as follows:

<u>Mode</u>	<u>People</u>	<u>Percent</u>
Subway	1,224	48%
Bus	230	9%
Auto	433	17%
Walk	485	19%
Auto Drop-Off	128	5%
Taxi	50	2%
TOTAL	2,550	100%

Applying a factor of 1.6 people per car on the average (source: 1974 Cordon Count) to the 561 "Auto" and "Auto Drop-Off" visitors, an estimate of 350 visitor cars per day is derived.

A study conducted by the BRA for the Lafayette Place project estimated the distribution of traffic approach to the project (which is within three blocks of all three alternate sites) from various directions. These estimates were based on minimum time paths and population distribution and correlated with survey data collected at the existing Jordan Marsh store. Applying the BRA approach distribution estimates to the Federal employee and visitor automobile trips derived above gives the following results:

<u>Direction of Approach</u>	<u>Percent</u>	<u>Employee Autos</u>	<u>Visitor Autos</u>
Expressway southbound	29%	279	102
Expressway northbound	28%	269	98
Boylston-Stuart eastbound	30%	288	105
Washington Street northbound	4%	38	14
Tremont Street southbound	7%	67	24
Summer Street westbound	2%	19	7
TOTAL	100%	960	350

Extrapolating these approach patterns down to the local streets in the immediate vicinity of each of the three alternate sites, and comparing the projected employee and visitor traffic volumes to present average daily traffic (ADT) volumes on each street, gave a rough estimate of the traffic impacts associated with each site. For example, of the 1,310 daily auto trips associated with the project (960 employee plus 350 visitor), 2 percent (or 26) are expected to approach site A via Chauncy Street, 13 percent (or 170) are expected to approach via Harrison Avenue, 27 percent (or 354) are expected to approach via Boylston Street, 42 percent (or 550) are expected to approach via Washington Street, and the remaining 16 percent (or 210) are expected to approach via Beach Street. Because most of the streets in the vicinity of each site are one-way, both approach and departure patterns were analyzed. (The "Present A.D.T." figures in the tables below were taken from BRA and City of Boston traffic counts used in a study for the Lafayette Place project, except those marked with an "e". Those are estimates taken from the A.D.T. map shown in figure 9, because the Lafayette Place study did not include those streets.)

The approach patterns for site A were as follows:

<u>Location</u>	<u>Present A.D.T.</u>	<u>Project Related Trips Percent</u>	<u>Trips Number</u>	<u>Percent Increase</u>
Chauncy St. (s. of Bedford)	4,883	2%	26	0.5%
Harrison Ave. (s. of Bedford)	1,857	13%	170	9.2%
Boylston St. (betw Tremont & Washington)	10,852	27%	354	3.3%
Washington St. (betw Stuart & Beach)	6,000e	42%	550	9.2%
Beact St. (betw Tyler & Harrison)	5,000e	16%	210	4.2%

Departure patterns for site A were:

<u>Location</u>	<u>Present A.D.T.</u>	<u>Project</u>		<u>Percent Increase</u>
		<u>Related Percent</u>	<u>Trips Number</u>	
Harrison Ave. (betw Beach & Stuart)	3,000e	32%	419	14.0%
Essex St. (betw Chauncy & Kingston)	7,936	18%	236	3.0%
Washington St. (s. of Bedford)	13,913	20%	262	1.9%
Avery St.	1,592	30%	393	24.7%

The above figures indicate that the most significant traffic impact associated with site A would be on Avery Street, where employee and visitor autos leaving the site would be expected to increase present traffic volumes by almost 25%. A lesser, but still significant increase of 14% would be expected of autos leaving the area via Harrison Avenue. The most significant impacts associated with approaching vehicles are on Harrison Avenue and Washington Street (south of Essex and Beach Streets), both of which would be expected to experience traffic increases of about 9%. Traffic volumes increases on all other streets are expected to be less than 5%.

The employee and visitor auto approach patterns expected for site K were as follows:

<u>Location</u>	<u>Present A.D.T.</u>	<u>Project</u>		<u>Percent Increase</u>
		<u>Related Percent</u>	<u>Trips Number</u>	
Tremont St. (betw Park & Boylston)	12,000e	22%	288	2.4%
Boylston St. (betw Charles & Tremont)	6,000e	20%	262	4.4%
Washington St. (betw Stuart & Beach)	6,000e	42%	550	9.2%
Beach St. (betw Tyler & Harrison)	5,000e	16%	210	4.2%

Departure patterns for site K were:

<u>Location</u>	<u>Present A.D.T.</u>	<u>Project</u>		<u>Percent Increase</u>
		<u>Related Percent</u>	<u>Trips Number</u>	
Boylston St. (betw Charles & Tremont)	3,000e	10%	131	4.4%
Tremont St. (betw Boylston & Stuart)	7,500e	24%	314	4.2%
Harrison Ave. (betw Essex & Beach)	10,253	28%	367	3.6%
Essex St. (betw Chauncy & Kingston)	7,936	18%	236	3.0%
Washington St. (s. of Bedford)	13,913	20%	262	1.9%

None of the projected traffic volume increases for site K is over 10%. The highest is about 9% for approaching vehicles on Washington Street (south of Essex and Beach Streets). Traffic volume increases on all other streets are expected to be less than 5%.

For site L, anticipated auto approach patterns were as follows:

<u>Location</u>	<u>Present A.D.T.</u>	<u>Project</u>		<u>Percent Increase</u>
		<u>Related Percent</u>	<u>Trips Number</u>	
Essex St. (at Chauncy)	7,936	34%	445	5.6%
Surface Artery (betw Beach & Essex)	3,000e	22%	288	9.6%
South St. (betw Beach & Essex)	2,500e	6%	79	3.2%
Surface Artery (betw Summer & South)	5,000e	16%	210	4.2%
Summer St. (betw Surface Artery & High)	1,000e	2%	26	2.6%
High St. (betw Federal & Summer)	6,000e	13%	170	2.8%
Devonshire St. (betw Franklin & Summer)	2,500e	7%	92	3.7%



Departure patterns for site L were:

<u>Location</u>	<u>Present A.D.T.</u>	<u>Project</u>		<u>Percent Increase</u>
		<u>Related Percent</u>	<u>Trips Number</u>	
Bedford St. (betw Chauncy & Harrison)	1,816	34%	446	24.6%
Surface Artery (betw Beach & Essex)	7,000e	28%	367	5.2%
Surface Artery (betw Summer & South)	6,000e	31%	406	6.8%
Devonshire St. (betw Franklin & Summer)	2,000e	3%	39	1.9%
Arch St. (betw Franklin & Summer)	1,500e	4%	52	3.5%

The most significant traffic impact associated with site L, according to the above estimates, would be from vehicles leaving the site via Bedford Street, resulting in an anticipated traffic volume increase of almost 25%. All other anticipated traffic increases are less than 10%. Those greater than 5% include autos approaching via the Surface Artery between Beach and Essex Streets (9.6%) and via Essex Street at Chauncy (5.6%), and autos departing via the Surface Artery, both between Summer and South Streets (6.8%) and between Beach and Essex Streets (5.2%).

Several important factors must be considered, however, in conjunction with the above traffic impact estimates.

First, it must be remembered that the figures for Federal employee commuting patterns are only estimates based on a survey of most Federal agencies in the Boston area taken six years ago by GSA. The survey did not relate specifically to the agencies now proposed to be housed in the new building, nor did it give an indication of the average number of people in car pools or the distance from the building that employees would be willing to park. The above analysis assumed an average of four people per car pool, and also that all auto drivers would attempt to park within two blocks of the building. (The "Locations" in the above tables are each about a block-and-a-half from each site.) GSA is presently conducting a commuting survey of those agencies proposed to be housed in the new building. This new survey includes questions on the number of people in



car pools, the distance from the building that drivers would be willing to park, and whether employees who now work in the suburbs and drive to work would be willing to switch to public transportation when relocated to downtown Boston. The results of the new survey will be included in the Final Environmental Impact Statement, but they are not now available.

Second, it must be noted that the above estimates of traffic impacts are based on present traffic patterns and volumes, and do not include the cumulative effects of other proposed construction projects in the area. However, most of these projects also include major traffic circulation improvements which should help to mitigate any traffic volume increases associated with them. Thus, the traffic impacts resulting from the new building are expected to be about the same, whether compared to existing patterns and volumes, or to improved circulation patterns and possible higher volumes associated with other proposed construction projects. These projects, and their associated traffic circulation improvements, are described in Section III.A.3.

Third, a meaningful analysis of the impacts of a given traffic increase on a given street must include an estimate of the street's present service level (volume-to-capacity ratio). This was not possible, because street capacity figures are not available from the City. It is possible that the traffic increase resulting from the proposed project on many of the surrounding streets would still not cause them to greatly increase their volume-to-capacity ratios, and would therefore not contribute significantly to traffic congestion.

Fourth, the E.P.A. Transportation Control Plan (discussed below) contains many provisions intended to discourage automobile travel, and encourage mass transit ridership, in the downtown area. These provisions, combined with the traffic circulation improvements included in the Downtown Crossing and Lafayette Place projects, should serve to reduce traffic congestion in the downtown area and lessen the traffic impacts of the proposed project.

Fifth, the location of the three sites within easy walking distance of all four rapid transit lines, and the provision of no employee parking at the building should serve to encourage Federal employees who now drive to switch to public transportation. Also, the consolidation of 3,000 Federal employees at one central location will make trip-matching easier for car pools, which are encouraged by the Transportation Control Plan and G.S.A.'s Federal Property Management Regulations.

Finally, it must be noted that many of the Federal agencies to be housed in the new building are currently allowing staggered work hours, or "flexi-time", for their employees. It is expected that flexi-time will be allowed for all or most of the employees located in the new building, which will serve to reduce the volume of employee auto trips occurring at the peak hours, thus reducing peak hour traffic volume impacts associated with the proposed project.

## 2. Parking

### a. Setting

Numerous parking facilities are available in and near the DA. According to the most recent "Inventory of Off-Street Parking Facilities Within Boston Proper", conducted by the Transportation-Planning Department of the Boston Redevelopment Authority, the following facilities are available:

<u>Type of Facility</u>	<u>Number of Units</u>	<u>Capacity</u>
<u>Lots</u>		
Open to the public	127	8,753
Private use	199	10,199
	<hr/>	<hr/>
Total Lots	326	18,952

### Garages

Open to the public	49	26,778
Private use	25	8,722
	<hr/>	<hr/>
Total Garages	74	35,500
Total Off-Street Facilities	400	54,452

"Boston Proper" is defined in this survey as that area of the Boston peninsula bounded by Massachusetts Avenue, the Southeast Expressway, Fort Point Channel-Boston Harbor and the Charles River. In addition to the off-street facilities listed above, there are 7,575 metered curb spaces and about 1,000 unmetered curb spaces for an on- and off-street grand total of approximately 63,000 spaces in Boston Proper. The portion of the "Off-Street Parking Inventory" map which covers the DA is shown in Figure 11. As this map shows, parking facilities are well-dispersed, so that ample parking is available in all parts of the DA.

With the establishment of the Downtown Crossing Plan by the Boston Redevelopment Authority, the area encompassed by the Plan becomes a restricted on-street parking zone with no parking at anytime around any of the frontages of the three sites, K, A and L, all of which are within the Downtown Crossing area.

#### b. Impacts

There are two existing parking lots in Site K, one, a privately-owned public lot with 43 spaces and the other a publicly-owned public lot with 26 spaces. These would be replaced by the 285 basement parking spaces to be provided in the new building were it to be built on this site, although no parking is to be provided for employees.

At Site A there is at present one publicly-owned public garage known as the Hayward Place Garage with a capacity of 700 cars and one privately-owned public lot with some 64 spaces. Both the garage and the lot would be eliminated by the proposed project if this site were to be selected. Any loss of parking would be replaced in part by the 285 basement spaces to be

provided. The Hayward Place Garage, which is largely underutilized because of its inefficient mechanical operation, is also scheduled by the BRA for demolition and replacement by the Lafayette Place Garage Project for which a Parking Freeze Permit was granted to the City by the Boston Air Pollution Control Commission on November 15, 1977. The granting of the permit assures that an equal number of parking spaces will be eliminated in the immediate vicinity of the Lafayette Place project prior to the operation of the new garage in conformance with the Boston Transportation Control Plan.

Site L presently contains a privately-owned public lot with 69 spaces and two publicly-owned public garages one of which, the Kingston Street Garage contains 735 spaces and the other the Lincoln Street Garage containing 334 spaces. BRA plans call for demolition of the Lincoln Street Garage with its replacement by underground parking proposed to be built on a site next to the present Boston Edison sub-station. However, if Site L were selected for the new Federal building both garages would be demolished and replaced, in part, with 285-spaces of basement parking in the new building.

Since all of the proposed sites are located in either B or M Zones with a Floor Area Ratio of 8 or 10 they are exempt under the Boston Zoning Code from parking requirements pertaining to downtown office buildings.

### 3. Public Transportation

#### a. Setting

Rapid transit and local bus service is provided by the Massachusetts Bay Transportation Authority (M.B.T.A.). There are 10 rapid transit stations in or near the DA, including all five stations where free transfer between lines is available (Park Street, Washington, Government Center, State, and Haymarket). The four subway lines serving the DA are shown in Figure 10. South Station and North Station are both within walking distance of the DA, and are the terminals for all MBTA commuter trains from the south and north, respectively. South Station is also the Boston terminal for Amtrak trains to the south and west.



Boston has several kinds of bus service available, including MBTA, private commuter, and intercity bus lines. MBTA local buses serve key points within the city while express buses reach the outer fringes of the metropolitan area. Private commuter bus lines serve cities and towns outside of Metropolitan Boston. Inter-city bus lines use the Greyhound and Trailways terminals in Park Square, which is in the western part of the delineated area. Good taxi service is also available in downtown Boston.

b. Impacts

The modal split estimates in Section III.E.1 above indicate that approximately 1,700 Federal employees and 1,450 visitors will arrive at the proposed building on public transportation. The MBTA supports the Federal Office Building project because it will serve to centralize the work location for Federal employees to the downtown area, where the MBTA system is best equipped to assume a greater share of commuting by public transportation. The MBTA has indicated that a review of the likely effects of the building on its facilities will be undertaken after a specific site has been selected, in order to determine whether modifications are needed to those nearby transit stations which may experience larger rush-hour peaks in travel demands due to the new building.

It should be noted that Federal employees would tend to travel to and from the building primarily during the morning and evening rush hours, and would therefore have a more pronounced effect on the transit system than would visitors, whose travel would be spread throughout the working day. In order to partially mitigate adverse effects on public transit as a result of rush-hour commuting by employees, many of the Federal agencies proposed to be relocated to the new building have instituted staggered work hours ("flexi-time"). The flexi-time policy for these agencies will probably be continued after they are relocated to the new building, and may be expanded to cover all or most of the agencies in the building. The MBTA supports such a staggered work hour program because it contributes to better utilization of rolling stock and a more comfortable ride for users during commuting hours.

There are two MBTA Subway Stations near or at Site K. These are the Boylston Street Station at the corner of Boylston Street and Tremont Street (Green Line) across the street from the site on Tremont Street, and the Essex Street Station at Boylston Street and Washington Street (Orange Line) at the southeastern corner of the site.

Site A at 600 Washington Street is also served by the Essex Street Station (Orange Line) across the street from the site, and within easy walking distance (one short block) of the Boylston Street Station (Green Line).

Site L is served by the South Station (Red Line) about a block from the site and the Washington Street Station (Red and Orange Lines) about two blocks away.

There is also local bus service past all three sites.

#### 4. Pedestrian Circulation

##### a. Setting

BRA studies undertaken in conjunction with the Lafayette Place project indicate that pedestrian traffic volumes in the vicinity of the three alternate sites is very high, especially along Washington, Summer, and Tremont Streets. Due to the narrow sidewalks in the area, pedestrian experience was one of conflict and confusion prior to the implementation of the Downtown Crossing circulation improvements. These improvements created a pedestrian "transitway" along Washington Street north of West Street, Summer Street west of Chauncy Street, and Winter Street. The "transitways" allow pedestrians to use the entire street width and restrict vehicular traffic to buses, taxis, and delivery trucks, which are only allowed during certain hours.

##### b. Impacts

The new Federal Building will be a major pedestrian generator at any site. All of the 2,957 employees and 2,550 visitors will ultimately reach the building on foot, except those few who are able to park in the basement garage.



The major pedestrian approaches to site A are Washington, Boylston and Essex Streets, with the majority of pedestrians coming south on Washington from the area of Jordan Marsh. Sidewalks along Washington Street are presently narrow and would probably not be able to handle the increase in pedestrian traffic. However, these sidewalks are proposed to be widened as part of the street improvements associated with the Lafayette Place project. Also, when the Lafayette Place project is completed, pedestrians will be able to approach site A via a public pedestrian easement through the Jordan Marsh store, thus further relieving congestion on Washington Street. The Liberty Tree Park should help to relieve congestion from pedestrian traffic approaching site A along Boylston Street. Some pedestrian congestion may be created along Essex Street and Harrison Avenue, which have narrow sidewalks, although only a small percentage of pedestrians would be expected to approach site A from these directions.

Site K is approached primarily via Tremont, Boylston, Washington, and Essex Streets, with the majority of pedestrians coming south on Tremont and Washington. The wide sidewalks on Tremont Street, adjacent to the Common, should easily accomodate this increased pedestrian flow. The proposed sidewalk widening along Washington Street and pedestrian easement through Jordan Marsh should adequately provide for increases in pedestrian flow to site K along Washington Street. Some pedestrian congestion may be expected along Boylston and Essex Streets although, as with site A, relatively few people are expected to approach from these directions.

Major pedestrian approaches to site L include Summer Street (both from the west and east), Devenshire, High, and Bedford Streets, with the majority coming along Summer Street. Except for the short block between Chauncy and Kingston Streets, Summer Street is now an exclusive pedestrian mall from Washington Street to site L. Some pedestrian problems may be encountered along this short block, but otherwise pedestrian access from the retail and rapid transit core area is adequate. The other major approach route, from the South Station area, is less attractive. Pedestrians coming from this direction must cross the heavily travelled Surface Artery. Sidewalks in this direction are not especially wide;

however, the Federal employees and visitors approaching the site from this direction will represent only a small percentage of the thousands of commuters and shoppers who daily enter the downtown area from the trains and subways at South Station. Construction of the proposed building on site L should therefore not contribute appreciably to the already heavy pedestrian congestion along Summer Street between Church Green and South Station. Devonshire, Bedford, and High Streets may experience some increased pedestrian congestion as a result of the proposed project, although this is not expected to be significant.

## 5. Transportation Control Plan

### a. Setting

On July 2, 1973, E.P.A. issued a "Transportation Control Plan" (T.C.P.) for Boston under the Clean Air Act of 1970. Since that time it has gone through several revisions, public hearings, and court cases. Pursuant to the Clean Air Act Amendments of 1977, a revised State Implementation Plan has been submitted to EPA for review. The plan puts a "freeze" on construction of new commercial parking facilities within downtown Boston. It also requires employers to provide certain incentives to employees in order to reduce the number of single passenger vehicles used for commuting to work by 25 percent. These measures include encouraging employees to use public transportation by offering M.B.T.A. passes and posting schedules, publicizing any applicable on-street parking regulations in the vicinity of the facility, offering incentives for the use of bicycles by commuters, conducting a carpool matching and promotional program, and providing van-type vehicles to groups of 8 or more employees who agree to operate them and pay for their operating costs. The T.C.P. requires employers to submit a "base data" report on commuting vehicles and single passenger commuting vehicles to the Massachusetts Secretary of Transportation and Construction, and to submit periodic updating reports indicating whether the 25 percent reduction goal has been met.

## b. Impacts

While the E.P.A. Transportation Control Plan for Boston originally called for a twenty-five percent reduction in the number of employee parking spaces provided by large businesses, this requirement was replaced in the final amendments by incentives for reduction in single-passenger commuter vehicle use, as outlined above (section III.B.1). A "freeze" on commercial parking facility construction is still in effect, but non-commercial facilities such as the proposed basement garage are not now covered by the T.C.P. Upon completion of the new building, G.S.A. will comply with applicable requirements of the T.C.P. It should be noted that the Federal Executive Board in Boston has been working on a Federal carpooling program for the past three or four years. This program is now in place and is updated annually. Furthermore, the use of employee carpools is encouraged under present Federal Property Management Regulations (F.P.M.R.) issued by G.S.A. governing the assignment of parking spaces by Federal agencies in GSA-controlled facilities. The F.P.M.R. requires agencies to assign spaces, in order of priority, to official and visitor vehicles, severely handicapped employees, and not more than 10 percent of spaces to executives and persons assigned unusual hours. The remainder are to be assigned to employee carpools to the extent practical, with priority given in order of the number of members of the carpool. These regulations will apply to the new building, and carpooling will be further encouraged by the fact that employees who are now scattered over many locations will be concentrated in one place, making trip matching easier.

## F. Physical Characteristics

### 1. Geological Conditions

#### a. Setting

Boston is located in a geological sub-region, the Boston Basin, which, due to the softer underlying rock, is lower in elevation than the surrounding area. The delineated area is generally flat with elevations of 10 to 20 feet above sea level except along the eastern slopes of Beacon Hill, between Congress and Tremont Streets. There, the elevation reaches a maximum of about 55 feet at Beacon and Tremont Streets.

Boston was originally a virtual island, connected to the mainland by only a narrow neck of land. Over the past 150 years, the shoreline has continually been altered, so that much of Boston is now man-made fill. Figure 12 shows the approximate contour of the original shoreline.

#### b. Impacts

Preliminary geotechnical surveys have been made at each of the three proposed sites. Geotechnically the three sites are similar.

Site A consists of the following typical materials in descending order starting at existing grade: artificial fill, yellow clay/sand/gravel, fine sand and some clay, sand/gravel with some clay (till).

Site K consists of artificial fill, yellow clay/sand, sand, blue clay, sand, blue clay, sand/gravel/clay (till).

Site L consists of artificial fill, yellow clay/sand/gravel, blue clay, fine sand and clay, sand/gravel/clay (till).

Initial evaluations indicate that a caisson supported foundation will be necessary at any of the three alternate sites, with a mat foundation a possibility.

Groundwater at each of the three alternate sites has been estimated to be approximately ten feet below existing grade. This condition will require dewatering during construction and the installation of a foundation drainage system and damproofing of perimeter walls in conjunction with the structure. The site will be dewatered in accordance with standard GSA Guide Specifications. These specifications put strict environmental controls on the construction contractor to minimize impacts on adjacent sites and the environment in general.

The proposed project will have no affect on subsurface soil conditions except for the very minor impact of foundation excavation. The surrounding area is highly developed and accordingly the impact on the quality and flow of ground water will be minimal.



## 2. Vegetation and Wildlife

Due to the urban nature of the area, no impact on vegetation or wildlife is anticipated.

## 3. Natural Hazards

### a. Setting

Natural hazards which are likely to affect Boston include flooding, earthquakes, and high winds.

No detailed "Flood Insurance Study" or "Flood Insurance Rate Map" is available for Boston from the Federal Insurance Administration (F.I.A.) of the Department of Housing and Urban Development. However, a "Flood Hazard Boundary Map" (F.H.B.M.), which shows "special flood hazard areas" is available from F.I.A., and is shown in Figure 13. A special flood hazard area is one in which a flood has a one percent chance of occurring in any given year; in other words, it is the 100-year flood plain. An F.H.B.M. is a preliminary map issued before a detailed study is undertaken, and is based on the best available information. In addition, the U.S. Army Corps of Engineers has advised that overland flooding in downtown Boston is the result of coastal flooding from tidal surges in Boston Harbor, caused by hurricanes and intense coastal storms. The 100-year flood elevation in the area is estimated by the Corps to be 10.8 feet above sea level.

According to the "Seismic Risk Map of the United States", Boston is located in earthquake zone 3, the highest possible rating. However, this rating is based on known geological formations, evidence of strain release, and historical records of known earthquakes, and not on the probable frequency of occurrence. The main reason for Boston's high risk rating is an earthquake that occurred in 1755 off the coast of Cape Ann, with an intensity rating of VIII on the Modified Mercalli Intensity (Damage) Scale. No earthquakes of as great an intensity have occurred since then, and there is now some speculation that the records of the intensity of the 1755 earthquake are somewhat exaggerated. Also, historical records indicate that the probability of a damaging earthquake occurring in Boston is about 30 times less than for San Francisco, which is also in seismic risk zone 3.



The National Weather Service has advised that Massachusetts experiences about four tornadoes per year, in addition to thunderstorms with strong wind and hail, and occasional hurricanes. Out of one hundred tornadoes occurring between 1950 and 1973, all but two were small by Midwest standards. The two large ones struck Worcester and West Stockbridge in 1953 and 1973, respectively. The average Massachusetts tornado is only one mile long and 100 feet wide, and the probability of one striking any particular location is small. More likely to occur are strong, possibly damaging winds (gusts of 60 to 80 m.p.h.) for very short periods of time (less than 15 minutes), and hail, associated with severe thunderstorms. Such storms have a return frequency of 5 to 10 years. Hurricane force winds are less likely, and have occurred three times in recent years, in September 1938, April 1954, and February 1978. The maximum wind recorded in Boston was 87 m.p.h. in the hurricane of 1938.

b. Impacts

Executive Order 11988 prohibits Federal agencies from constructing a building within the 100-year flood plain except where there is no practicable alternative. In the event that construction in a flood plain is unavoidable, special flood protection measures for the building are required. Any portion of the delineated area which lay within the special flood hazard area would normally be excluded from further consideration. As can be seen from Figure 13, none of the proposed sites are within the flood plain.

Design for wind and earthquake loads is quite complicated and depends on a number of factors, including location, setting (urban or rural), terrain, building height, building configuration, and so forth. Normally, any building constructed in Boston would have to be in conformance with the Massachusetts State Building Code, which sets forth design criteria for wind and earthquake loads. While the Federal Government is exempt from state laws, the building design will be based on the criteria of the state code, or another applicable code, and will be consistent with wind and earthquake conditions found in Boston.

#### 4. Ambient Air Quality

##### a. Setting

Boston is located in the metropolitan Boston Intrastate Air Quality Control Region (A.Q.C.R.), as defined by the U. S. Environmental Protection Agency (E.P.A), and in the Metropolitan Boston Air Pollution Control District (A.P.C.D.), as defined by the Massachusetts Department of Environmental Quality Engineering (D.E.Q.E.). The Boston A.Q.C.R. is used by E.P.A. for purposes of monitoring pollutants and determining attainment or non-attainment of Federal air quality standards. The Boston A.P.C.D. covers the same area as the A.Q.C.R. and is used by the D.E.Q.E. for issuing and enforcing air pollution control regulations.

E.P.A. has issued "primary" and "secondary" National Ambient Air Quality Standards (N.A.A.Q.S.) for six "criteria" pollutants: sulfur dioxide (SO<sub>2</sub>), total suspended particulates (TSP or "particulates"), carbon monoxide (CO), photochemical oxidants ("ozone" or O<sub>3</sub>), hydrocarbons (HC), and nitrogen dioxide (NO<sub>2</sub>). Primary standards are those designed to protect the public health, and are generally more stringent than secondary standards, which are designed to protect the public welfare. The state monitors pollution levels within each A.Q.C.R., and reports its findings to E.P.A. Based on these reported levels, E.P.A. assigns a "priority" of I, II, or III for each of five pollutants (SO<sub>2</sub>, TSP, CO, O<sub>3</sub>, and NO<sub>2</sub>) for each A.Q.C.R. Generally, priority I means the N.A.A.Q.S. are exceeded, priority II means pollution levels are borderline, and applies only to TSP and SO<sub>2</sub> (the others are rated I or III), and priority III means a relatively low pollution level with no N.A.A.Q.S. violations. E.P.A. uses these priority levels to evaluate state "implementation plans" for meeting clean air standards. The Boston A.Q.C.R. has been rated priority I for TSP, CO, and O<sub>3</sub>, and priority III for NO<sub>2</sub> and SO<sub>2</sub>.

The target date for attainment of national primary standards was May 31, 1975, and for secondary standards, within a reasonable time period. For the Boston A.Q.C.R. the target date for attainment of primary standards was extended to May 31, 1977. Due to nationwide failures to attain the standard the Clean Air Act was ammended in 1977 requiring states

to submit revised implementation plans by 1979 for the attainment of air quality standards by 1983. A revised Massachusetts State Implementation Plan has been submitted and is undergoing EPA review. In areas with severe carbon monoxide or photochemical oxidant problems, if the standards are not met by 1982, despite reasonable efforts, an extension of the target date to 1987 is possible.

There are four air quality monitoring sites within the City of Boston: at Kenmore Square, the J.F.K. Federal Building, South Bay, and Visconti Street. The Kenmore Square site measures all five priority pollutants except O<sub>3</sub>; the J.F.K. site measures TSP, SO<sub>2</sub> and NO<sub>2</sub>; the South Bay site measures TSP and SO<sub>2</sub>; and the Visconti Street site measures only CO. According to the EPA Annual Report on Air Quality in New England in 1977, the Kenmore Square site violated the secondary 24 hour TSP standard 5 times and the primary standard once. It also violated the primary 8 hour CO standard 8 times. The Visconti Street site violated the primary 8 hour CO standard 5 times.

In addition to nationwide standards limiting motor vehicle emissions, E.P.A. has developed a "Transportation Control Plan" (T.C.P.) for the Boston A.Q.C.R. The plan envisioned by E.P.A. is intended to reduce hydrocarbons by 60% and carbon monoxide by 51% throughout the region. It calls for inspection and maintenance of emission control equipment on cars, parking restrictions to discourage unnecessary driving, and greater use of carpools, bicycles, and mass transit. The T.C.P. is more fully discussed in section III.E, "Transportation and Parking." The EPA has indicated that its primary strategy for the reduction of air pollution in Massachusetts will be the implementation of a vehicle inspection and maintenance program.

Among the major components of the Massachusetts implementation plan for meeting clean air standards are the "Massachusetts Air Pollution Control Regulations." These regulations are administered by the D.E.Q.E., and govern emissions from facilities such as Federally-owned buildings. Previously, Federal facilities were exempt from the administrative procedures of such state regulations, but were required to comply substantively. That is,

they were not allowed to violate state regulations, but formal permits and record keeping were not required. However, the Clean Air Act Amendments of August, 1977 require that Federal facilities now comply with state regulations administratively as well, obtaining required permits and keeping necessary records.

The regulations require that anyone constructing, substantially reconstructing, or altering a facility which uses fossil fuel and has an energy input capacity greater than 3 million BTU per hour, must apply for approval from the D.E.Q.E., meet certain emission limitation standards, monitor emission opacities, and maintain operating records.

b. Impacts

The degree to which the proposed building will constitute a direct air pollution source depends on the method of heating to be employed. In the event that an oil-fired heating plant is used in the building, the required heat input will probably exceed 3 million BTU per hour. Therefore, a D.E.Q.E. permit, and the various compliance measures mentioned above, would be required. However, all three alternate proposed sites are served by the Boston Edison Steam lines (see section III.D.3), and it is anticipated that the building will be heated by purchase steam. In this event, no state air pollution regulations will apply.

Carbon monoxide measurements taken by Parsons Brickinoff Quade and Douglas Inc. on March 29-30, 1978 at the intersection of Washington and Bedford Streets and the intersection of Bedford and Chauncy Street as part of the Lafayette Place Air Quality Monitoring Study indicate concentrations of 8 percent to 20 percent of the one hour primary standard of 35 ppm. Average CO concentrations did not vary significantly between peak and off-peak traffic periods. In April, 1978 the Commonwealth of Massachusetts, Division of Air and Hazardous Materials measured carbon monoxide at 600 Washington Street (Site A). Over a 12 day period 1 hour CO levels ranged from a low of 1 ppm to a high of 12 ppm (34% of the standard) and the majority of the readings 4 ppm or below.



The parking garage to be provided with the new facility will constitute an indirect emission source. The emissions of such an indirect source are roughly proportional to the number of parking spaces provided. Thus the 285 space GSA garage can be expected to generate approximately 1/3 of the emissions predicted by EPA's indirect source model for the 900 car Lafayette Place Garage. Each of the three proposed sites is within a three block area of the proposed Lafayette Place Garage. In the case of the Lafayette Place Garage no exceedence of the 1 hour primary standard was predicted by the model and correction for the alleged upward bias of the model brought all receptors within the range of the 8 hour standard by 1982.

Two overriding factors should be taken into consideration when predicting future air quality within the area of the three sites under consideration. First, as mentioned above the EPA's primary strategy for the improvement of air quality in Massachusetts is the implementation of a vehicle maintenance and inspection program. If enacted, the emission reductions are conservatively forecast of 2% in 1982 and 13% in 1985. Completion of the federal facility is scheduled for 1984. Secondly, the primary national strategy, the Federal Motor Vehicle Emission Control Program, is projected to reduce vehicle emissions by 1985 to 65% of their 1982 value.

In the final design of the facility GSA will attempt to ensure that entrances and exits are placed so as to minimize traffic congestion and, therefore, carbon monoxide concentrations. In addition GSA will encourage car pooling and mass transit use in accordance with the Boston Transportation Control Plan. In the opinion of the Massachusetts Department of Environmental Quality Engineering, Division of Air and Hazardous Materials these mitigating measures are sufficient for the three sites remaining in consideration.

## 5. Noise

### a. Setting

The Boston CBD has the typical urban ambient noise environment found in any large city. Noise monitoring is conducted by the Boston Conservation Commission at eight sites in the downtown area. The most recent data indicate that L10 levels (those



exceeded 10% of the time) were in the 58 to 78 decibel range, while L90 levels (those exceeded 90% of the time) were in the 52 to 66 decibel range. Levels of 75 to 80 decibels are considered normal for urban ambient noise, so it can be seen that Boston has no unusual noise conditions.

There are no E.P.A. or State noise regulations that would apply to Federal construction on any of the three sites under consideration. However, the City of Boston has issued Regulations for the Control of Noise in the City of Boston which govern noise emissions from buildings and construction sites. The "Business District Noise Standard" established by these regulations is a maximum level of 65 decibels for any existing building, measured at the lot line. For construction sites within business districts, the regulations set an L10 noise level standard of 80 decibels, measured no closer than 50 feet from the nearest active construction device, while no maximum noise level is specified. These regulations do not apply to impact devices such as pile drivers, jack hammers, rock drills, and pneumatic tools.

#### b. Impacts

The building on any of three sites will not constitute a major source of stationary noise, and will contain no equipment or facilities which will violate the "Business District Noise Standard." The construction contractor will be required to comply with standard GSA noise control specifications, which are at least as stringent as the City regulations. Therefore, no violations of City noise regulations are anticipated as a result of this project. Vehicular noise impacts are expected to be minimal.

#### 6. Wind

It is not feasible to conduct extensive modeling and wind tunnel testing of all possible designs on each of the three alternative sites. Wind will be a design factor to be evaluated by the architect, and if warranted, wind tunnel studies will be performed during the design phase of the project.

## 7. Shadows

A preliminary study was conducted to estimate the extent and location of any potential shadows that structures on site K might cast onto Boston Common. Two structures were assumed. One structure on Tremont Street was assumed to be 155 feet high. This particular height was chosen to coincide with the height restriction that is placed on Tremont Street for the benefit of the Common (see section III.A.4. Zoning). The second structure would front on Boylston Street and was assumed to be 190 feet high. This height was chosen as the maximum that may be necessary in order to meet the government's space requirements. Thus the resulting projections constitute a worst case analysis.

Shadows were projected for March, June, September, and December at 8:00 a.m., 10:00 a.m., and 12:00 p.m. The maximum shadow is reached in the early morning in December, when it is estimated as a worst case to project 2,575 feet onto the Common. In comparison, at that time the shadow of the adjacent Masonic Temple would extend 1,550 feet onto the Common and the shadow of the Tremont On The Common Complex would extend 3,575 feet. Thus the shadow is within the scale of other shadows presently impacting the Common.

As referred to above a recent zoning ordinance restricts building height on the Tremont Street side of the Common to 155 feet within 100 feet of the street line. A single structure complying with this ordinance would cast a shadow of 2,170 feet onto the Common in December in the early morning. The worst case analysis indicates that the project would cast a 2,575 foot maximum shadow, an additional 405 feet. At that time the sun is rising very rapidly causing the shadow to recess approximately 90 feet every 5 minutes.

Shadows will be a design criteria for the project; however the preliminary analysis indicates that as a worst case the impact would be minor.

IV. PROBABLE ADVERSE ENVIRONMENTAL IMPACTS WHICH CAN NOT BE AVOIDED AND MEASURES TO MITIGATE ADVERSE IMPACTS

A. Temporary Unavoidable Adverse Impacts

There will be temporary adverse impacts relative to the construction activities which cannot be avoided. These impacts include:

1. The disruption or detouring of through traffic on streets abutting the site. This will temporarily introduce new traffic on streets and may contribute to peak hour congestion.
2. An increase of acoustic and seismic noise levels during hours of construction because of clearing, blasting, grading, the movement of heavy equipment or the use of certain machinery.
3. Dust and dirt from excavation may be a temporary nuisance and increase the amount of suspended particulates in the air. Fumes and vapors associated with construction may degrade air quality in the immediate vicinity of the site.
4. The construction process will temporarily degrade the aesthetics of the site.
5. There will also be temporary adverse impacts on the office space leasing market with the release of the space leased by Government.

B. Minimizing Temporary Impacts

The Public Buildings Service's construction specifications ensure safety and guard against pollution on construction sites for Federal projects, thus minimizing temporary adverse impacts related to construction. They provide specific controls on construction activities to minimize noise, dust and other impacts. They also require that the contractor designate an "environmental control officer" to enforce these specifications, the requirements of the Occupational Safety and Health Act, and other applicable standards.

### C. Permanent Unavoidable Adverse Impacts

The permanent adverse impacts relative to the location and operation of the facility are the kinds of impacts normally associated with the operation of an office building. These impacts include:

1. An impact on the sewage treatment, solid waste disposal, and water system of the City. However, there is an adequate capacity and availability of these services.
2. A demand on energy resources for heating, cooling and electrical purposes.
3. Minor changes in employee commuting habits may result. Basic travel patterns and modes should not measurably change however. Carpooling may be more convenient for some employees due to the concentration of employees in one building.
4. It will be necessary to relocate the site occupants of whatever site is selected.
5. The removal of taxable property from the City tax rolls.

### D. Minimizing Permanent Impacts

Impacts on City utilities are expected to be minimal because most of the Federal employees to be housed in the new building are already located within the various utilities service areas, as mentioned in Section III.D. Any secondary impacts resulting from the backfilling of space to be vacated by Federal agencies are also expected to be minimal, and are not really related to the project because present office market conditions indicate that these businesses would move into other available downtown space if the Federal agencies were to stay in their present locations. Demands on energy resources will be minimized by conformance with GSA energy conservation design guidelines, as discussed in Section II. Impacts on traffic and public transportation during peak hours will be minimized by the implementation of "flexi-time" for Federal employees, as discussed in Sections III.E.1 and III.E.3. Relocation of site occupants will be accomplished in accordance with the



Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as discussed in Section III.C.5. Tax loss impacts will be minimized because of substantial abatements and arrearages on each of the three final sites. There will also be an offsetting beneficial tax impact caused by the increase in land values around the building site that will result from the upgrading of the area.

## V. ALTERNATIVES TO THE PROPOSED PROJECT

### A. No Action

If no project is undertaken to consolidate the Federal agencies now occupying leased space, the Government will be committed to a continuing policy of leasing agency space scattered throughout the downtown area on an as-needed basis. The demand for Federal leased space has increased continually in recent years, and it is expected that this trend will continue. This will result in increased diffusion of Federal agencies, and increased inconvenience to the public.

In addition, the Economy Acts of 1932 and 1933 make it illegal for the Government to lease space at an annual rental in excess of 15% of the Fair Market Value of the portion to be leased. The recent increases in the property tax rate in Boston have forced many landlords to increase their rents to the point where the limits imposed by the Economy Act are approached or exceeded. This increased rent actually makes it illegal for the Government to lease space in many of the buildings in downtown Boston.

No construction of a new building, of course, would mean no construction related impacts. Also the continued occupancy of scattered leased locations would not concentrate employee transportation and other demands in a single location.

### B. Acquisition of Space in an Existing Building for Consolidation of Leased Locations

This alternative could take the form of leasing or purchasing a building to consolidate some or all of the leased locations. In a recent market survey, only ten buildings were located in the downtown area with substantial blocks of space available for lease, and of these, five had annual rentals exceeding the



limitations imposed by the Economy Act. Of the remaining five, only three had 100,000 square feet or more available, and none offered as much space as will be made available by the proposed new building. If one or more of these existing buildings were to be purchased by GSA, new construction would be required to satisfy the balance of Federal agency space requirements in Boston. This would result in a combination of the impacts associated with new construction, and those associated with renovation of an existing building. Typical new construction impacts include temporary noise, dirt, and traffic congestion, the possible need for relocation of existing property owners and tenants, effects on the rental market, demand on utilities and services, and slight shifts in employee commuting habits. Renovation impacts are similar, with somewhat less severe temporary impacts. In addition, such a "mixed" renovation/new construction approach would spread the impacts of the project over several sites within the city rather than concentrating them at a single site.

In addition, the Federal Reserve Bank Building at 30 Pearl Street was considered for purchase and conversion for use by Federal agencies in leased space. It would accommodate only some of these agencies, however, since it has only about 241,000 square feet of occupiable space. The additional required space would have to be provided in either another existing building or in a new building. A combination of purchase of the Federal Reserve Bank Building and construction of a new building smaller than the proposed one would result in the combined impacts discussed above. There is a relatively new warehouse section of the Federal Reserve Bank Building which it may be possible to demolish for construction of a building addition, in order to provide the total space required by Federal agencies on one site. Such an alternative would combine the impacts of new construction and renovation at one location. If such a building addition were not deemed feasible, it would be necessary to construct a new building on a separate site, thus splitting the impacts of the project over two or more areas of the City. Other impacts associated with the proposed new construction project would still occur, including relocation of employees and its attendant effects. Though the building is not now on the National Register of Historic Places, the State Historic

Preservation Officer has advised GSA that the building appears to meet the criteria for eligibility for listing. Acquisition of the building would thus result in Federal government use of a building of historic interest. Due to space limitations, it would not provide an opportunity for multi-use activities as encouraged by the Public Buildings Cooperative Use Act of 1976. Acquisition also would remove the building from the city property tax rolls which is of significant concern to the city. The Federal Reserve Bank is a quasi-Federal agency and does pay property tax while GSA does not. The old Federal Reserve Bank building has recently been purchased by private development interests. The original portion of the building is being converted into a hotel, while the two additions are being demolished for construction of a high-rise office building.

In compliance with the Public Buildings Cooperative Use Act of 1976, the Advisory Council on Historic Preservation and the Boston Preservation Alliance (BPA), through the Advisory Council, recommended several sites on which GSA's space requirements might be satisfied through a combination of new construction and reuse of existing historic structures. These included Church Green, the Custom House district, the North Station area, and the Youth's Companion Building area near Park Square. The Custom House district was later withdrawn by the Advisory Council, and the Youth's Companion Building was located a half mile outside of GSA's delineated area. The Church Green and North Station areas were included in the 15 sites investigated by GSA. Because of difficulties anticipated in the reuse of the numerous structures in the North Station area, and height restrictions on new construction, the North Station site was not included in the final three alternate sites. The Church Green area, which was the preferred site of the BPA and the Advisory Council, was included in the final three sites (site L). As discussed in Section III.B, the existing structures on this site will be evaluated by the Secretary of the Interior in order to determine their eligibility for inclusion in the National Register of Historic Places. If this site is ultimately selected, GSA's historic preservation

conservator will prepare Historic Structures Reports for all structures to be retained and will formulate preservation parameters for new construction in order to minimize adverse impacts on the retained structures and the environment in general.

#### C. Extension of Existing Government-owned Buildings

The possibility of extending each of the five Government-owned buildings in downtown Boston was investigated, and was found to be infeasible for all of them. The relatively new John F. Kennedy Building in Government Center was not designed for expansion, and could not be extended either vertically or horizontally for structural and aesthetic reasons. The addition of a 29-story clock tower to the U. S. Custom House in 1915 precludes vertical extension of that building and site limitations prevent horizontal expansion. The Veterans Administration Outpatient Clinic is functionally obsolete and is intended for replacement in the near future. Horizontal expansion is impossible due to site limitations and vertical expansion is precluded by structural conditions, zoning regulations, and the proximity of the building to Boston City Hall and several historic properties. The John W. McCormack Post Office and Courthouse occupies an entire city block and therefore cannot be expanded horizontally. Vertical extension is not considered feasible because the buildings framing system was not designed for such extension. The U. S. Appraisers Stores is bounded by two city streets, an abutting building, and the waterfront, and therefore cannot be extended horizontally. The building's framing and foundation system will not support a vertical extension.

Even if feasible, the extension of an existing building would involve a similar scale of construction activity and thus would not necessarily result in less construction impact. Also, relocation of employees and demands of community services and utilities would be similar.

#### D. Alternative Sites for New Construction

Fifteen sites within the delineated area were made available for GSA's consideration for construction of the proposed building. Following a public hearing and physical inspection and analysis of the advantages and disadvantages of all fifteen sites, as

discussed in Section III.A.1, the list of alternate sites was reduced to seven, and then further reduced to the final three. The environmental advantages and disadvantages of each of the three final alternate sites are discussed in detail in Section III, and summarized in the table at the front of this Additional Environmental Data.

VI. RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

This section assesses the proposed project for cumulative and long-term effects from the perspective that each generation is trustee of the environment for succeeding generations. The extent of trade-offs between short-term environmental gains at the expense of long-term productivity, or vice versa, and the extent to which the proposed action forecloses future options are discussed.

A. Short- and Long-Term Trade-Offs

The construction and operation of the proposed Federal Building will not result in any significant short-term environmental gains at the expense of long-term productivity.

Long-term productivity relative to consolidation of agencies, increased convenience to the public, and energy conservation in construction and operation will be at the expense of short-term impacts on the environment relative to construction. There will also be short-term impacts on the rental market of the city of Boston because of the release of space now occupied by the agencies being consolidated.

B. Future Options Forclosed

The proposal commits whatever site is selected to use for an office building for a minimum of 50 years. The loss of the use of land for other purposes is not expected to be a major environmental consideration because the site will be within a developed city. The selection of site A will preclude the use of 600 Washington Street for housing and the use of the Hayward Place garage site as part of the Lafayette Place project. The selection of site K will preclude the use of the site for housing, as suggested by the



BRA. However, the BRA acknowledges that no developer for this project has been identified and that the use of the site for housing would be less economic than use of the site for offices. The selection of site L would preclude the continued retention by the City of the Bedford Street parking garage and the use of the Lincoln Street garage by Boston Edison, and would thus be in conflict with the City's plans for the Lafayette Place project.

## VII. IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

The proposed new building requires the commitment of the use of a tract of land for an office building for a minimum of 50 years. The use of this land could have an effect on the natural resources of the site. However, the extent of this effect cannot be determined until a site is selected.

The proposal requires the commitment of materials and utilities necessary for the construction and operation of the facility. The use of a portion of the city's utilities, services, and natural resources weighed against the positive socio-economic effects of this project on the city's development and long-range plans could result in an overall positive impact on the community. However, the extent of this positive impact, if any, can only be judged after the site for the facility is selected and evaluated in light of the city's long-range plans for the area. Impacts of the selection of each of the three alternate sites on the city's plans is discussed in Section III.A.3.



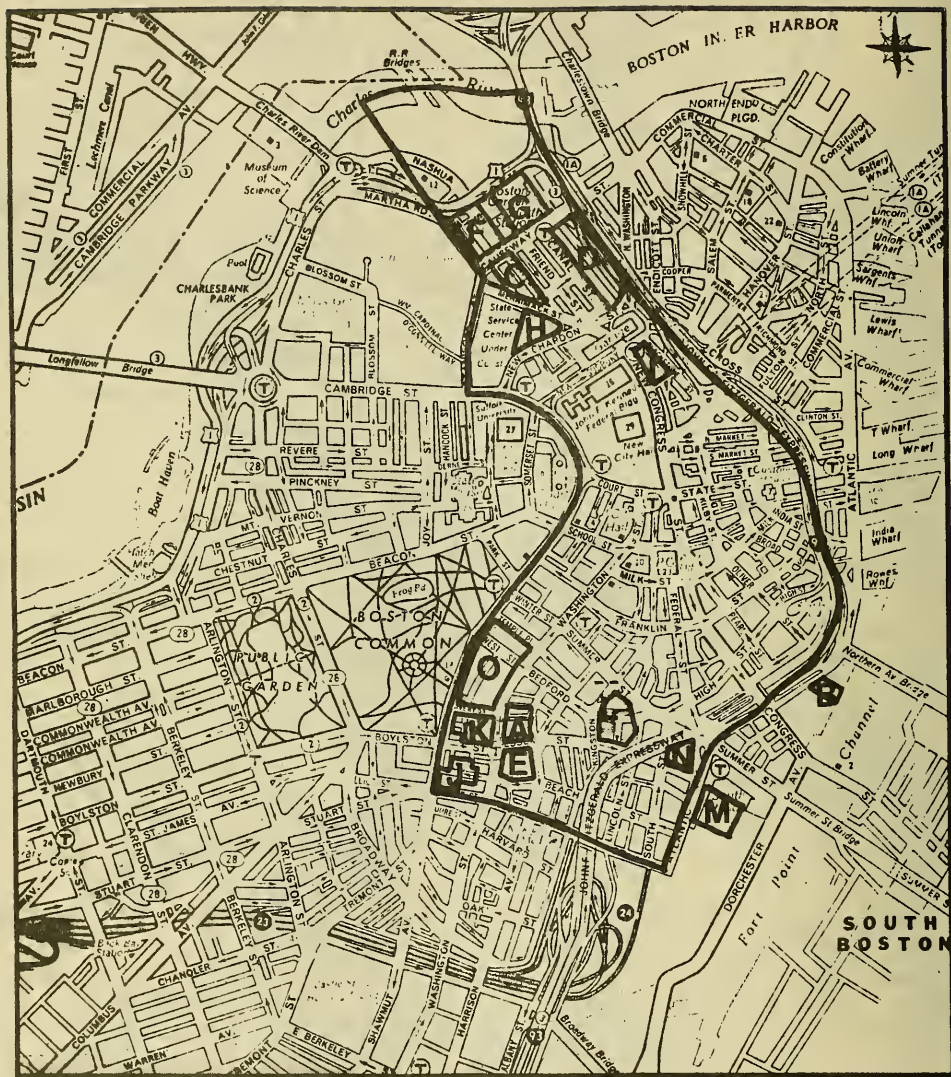
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**FIGURE 1**  
**MAP OF BOSTON**







**FIGURE 3**  
**EXISTING SPACE**





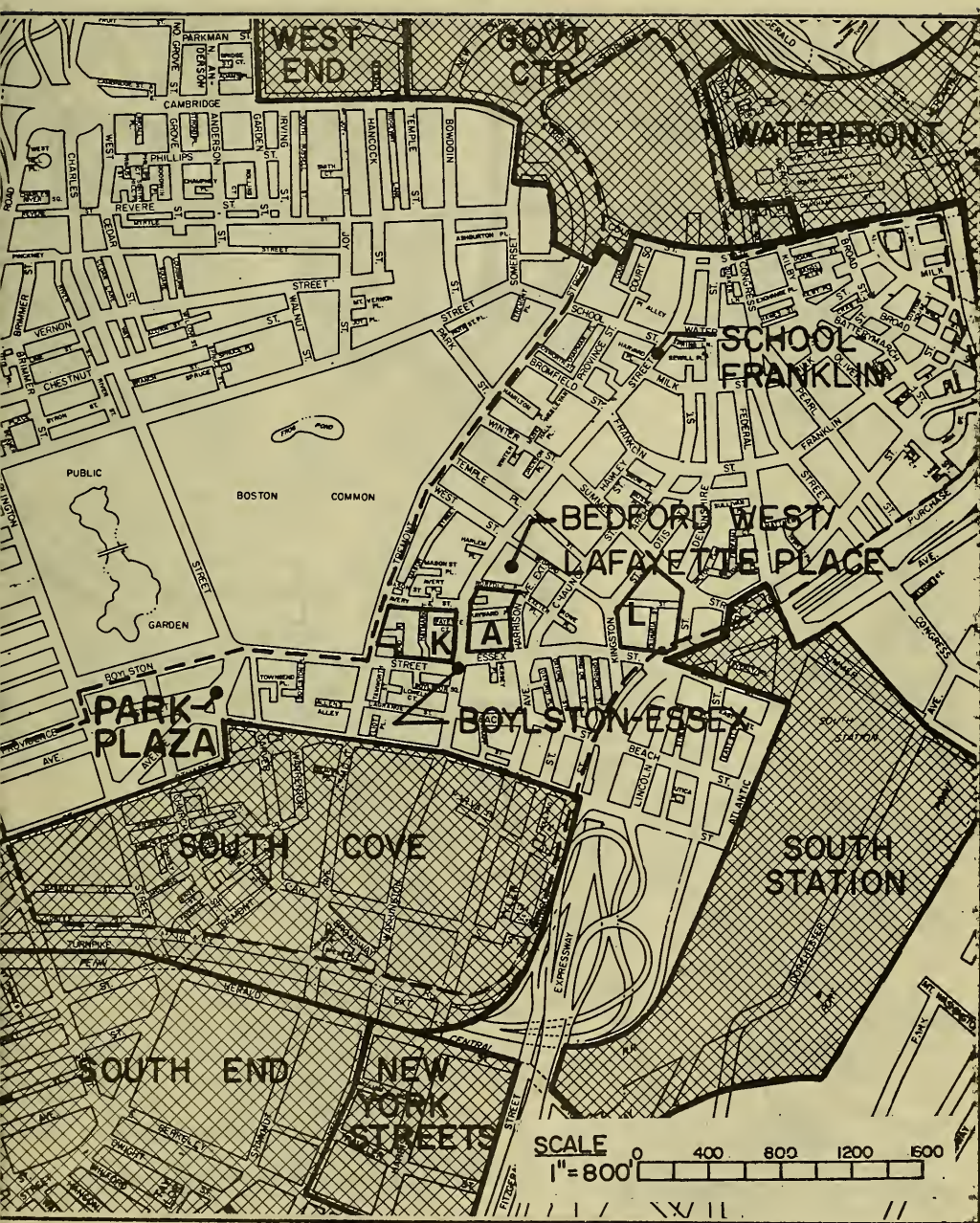
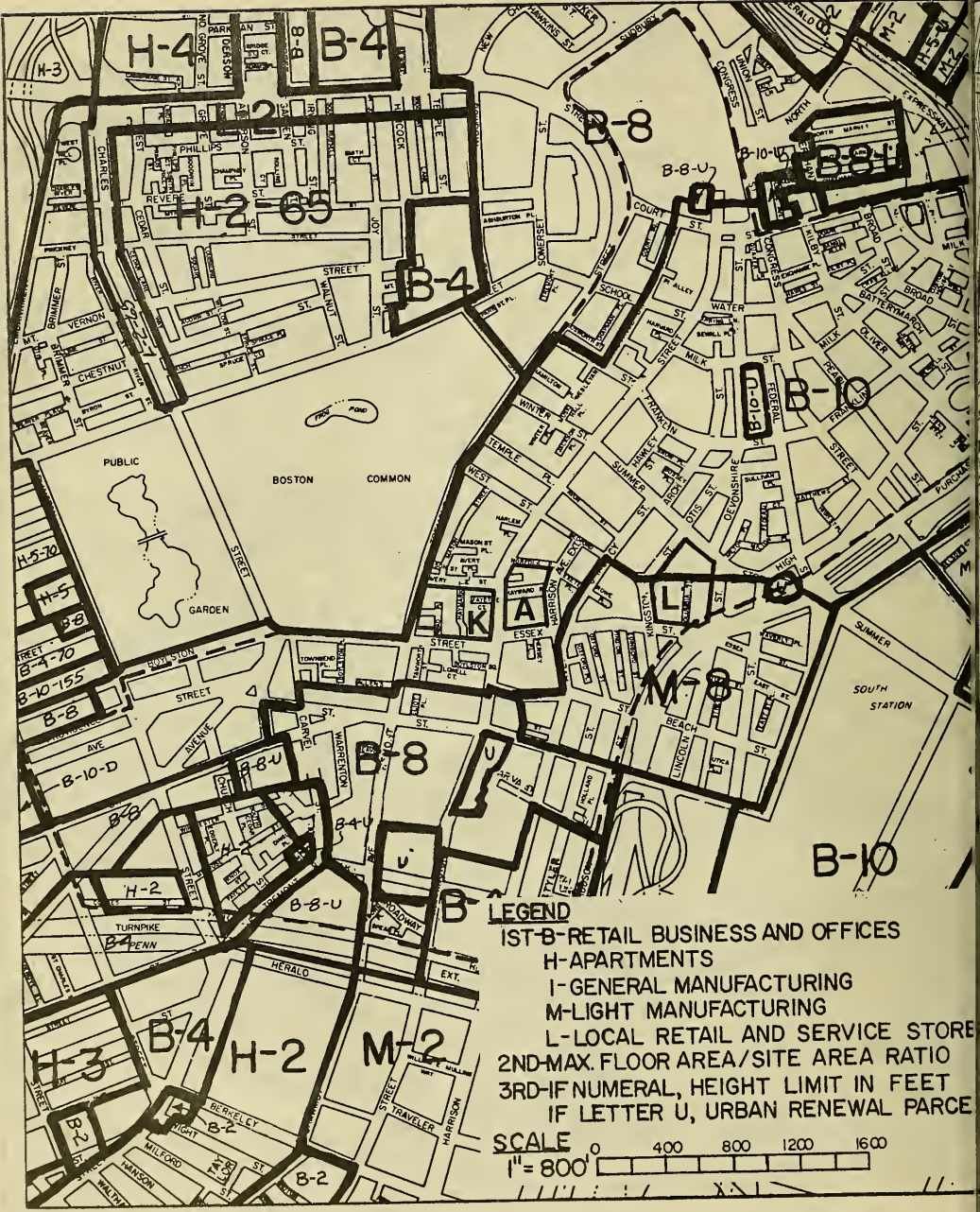


FIGURE 5

URBAN RENEWAL





**FIGURE**  
**ZONING**

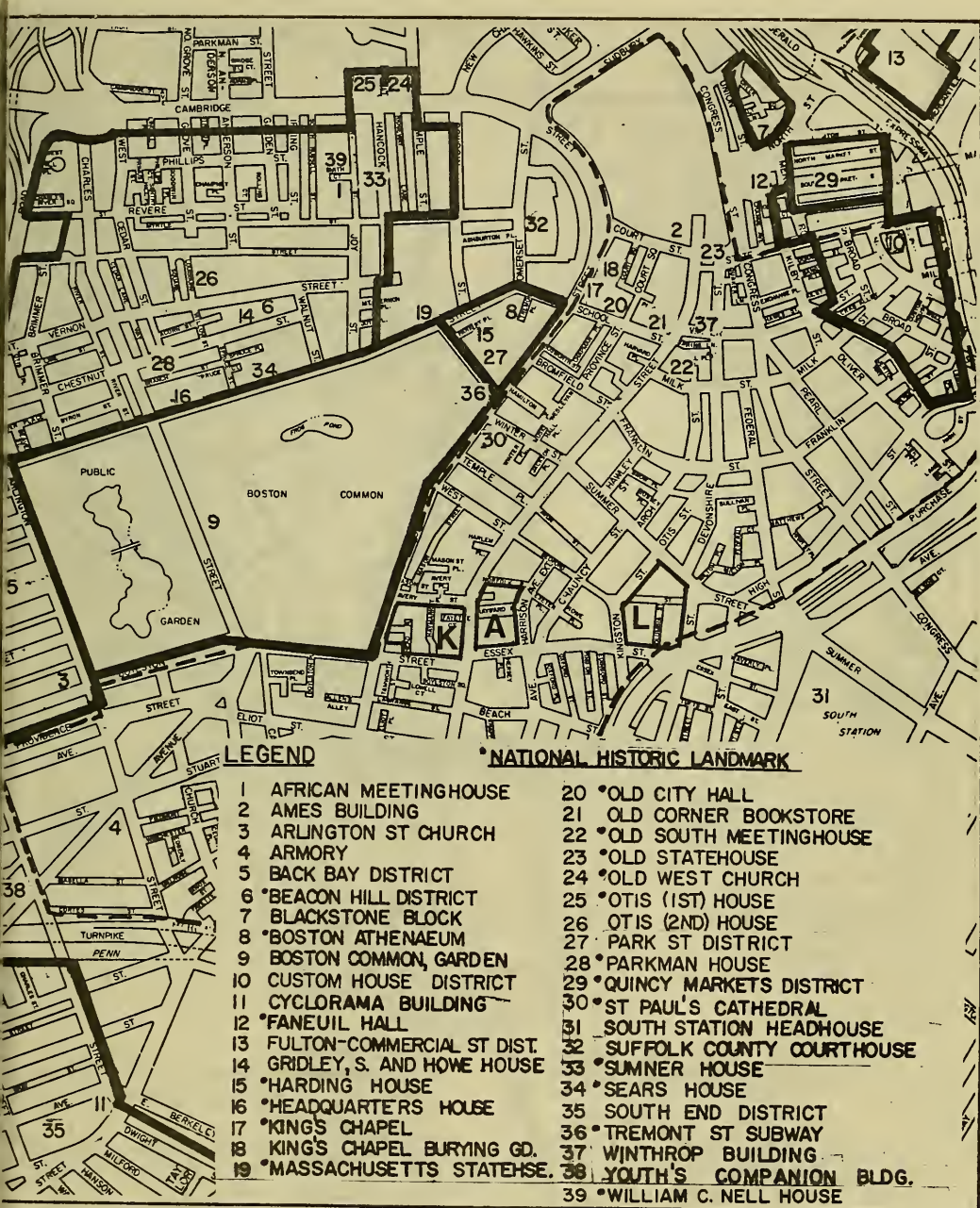
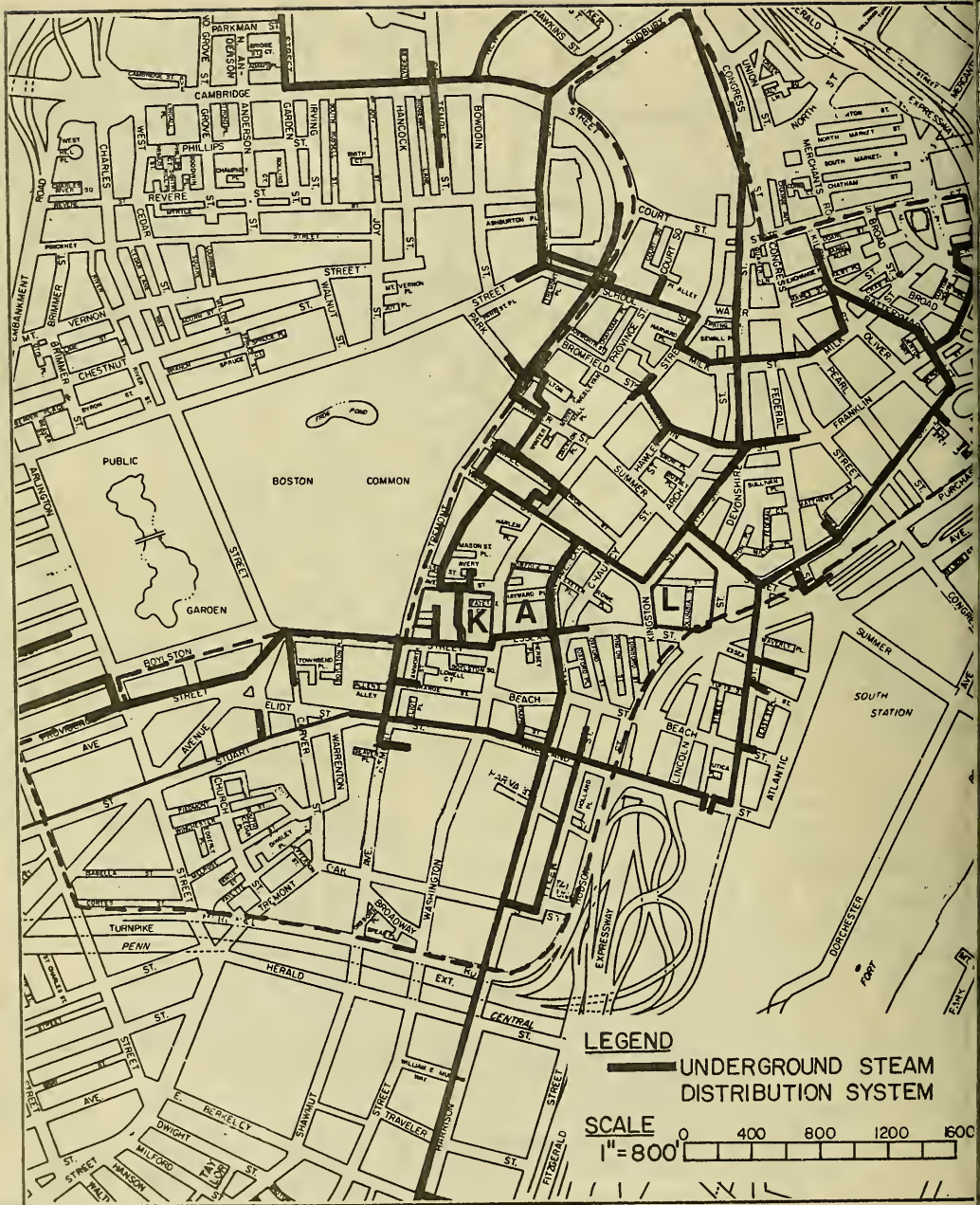


FIGURE 7

HISTORIC SITES

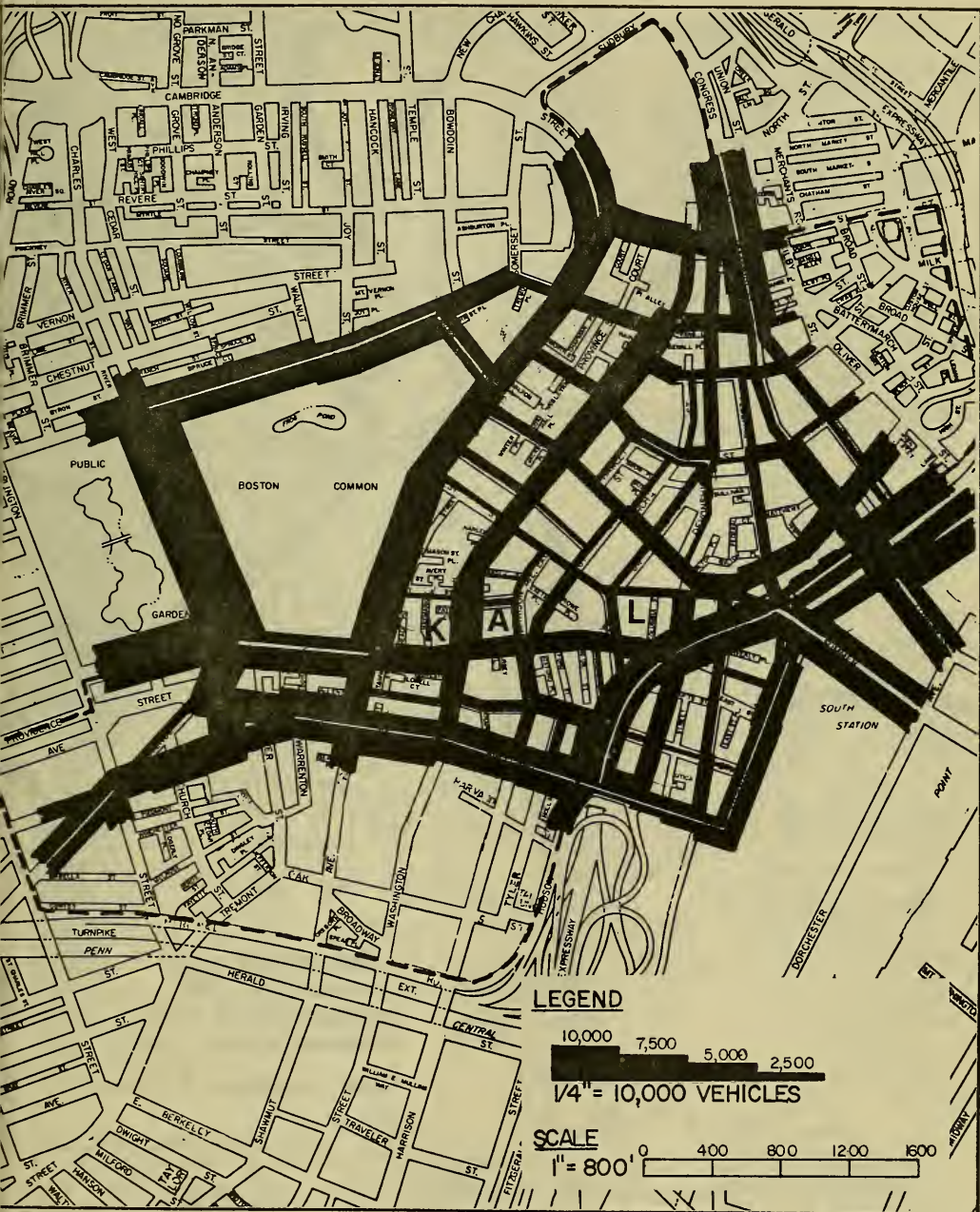




**FIGURE**

**STEAM LINE**



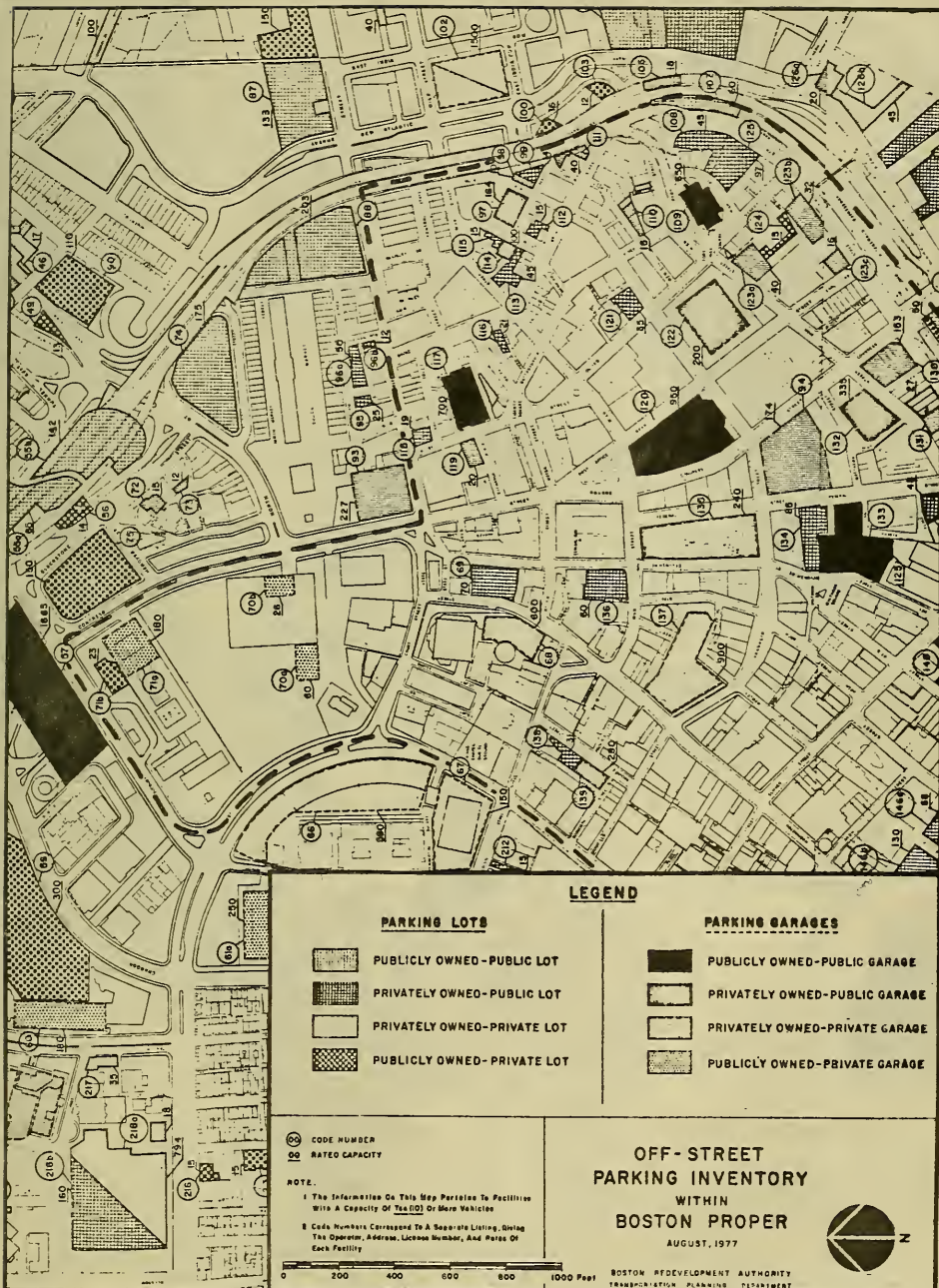


**FIGURE 9**  
**AVERAGE DAILY**  
**TRAFFIC FLOW**



**FIGURE 10**  
**MBTA ROUTE M**

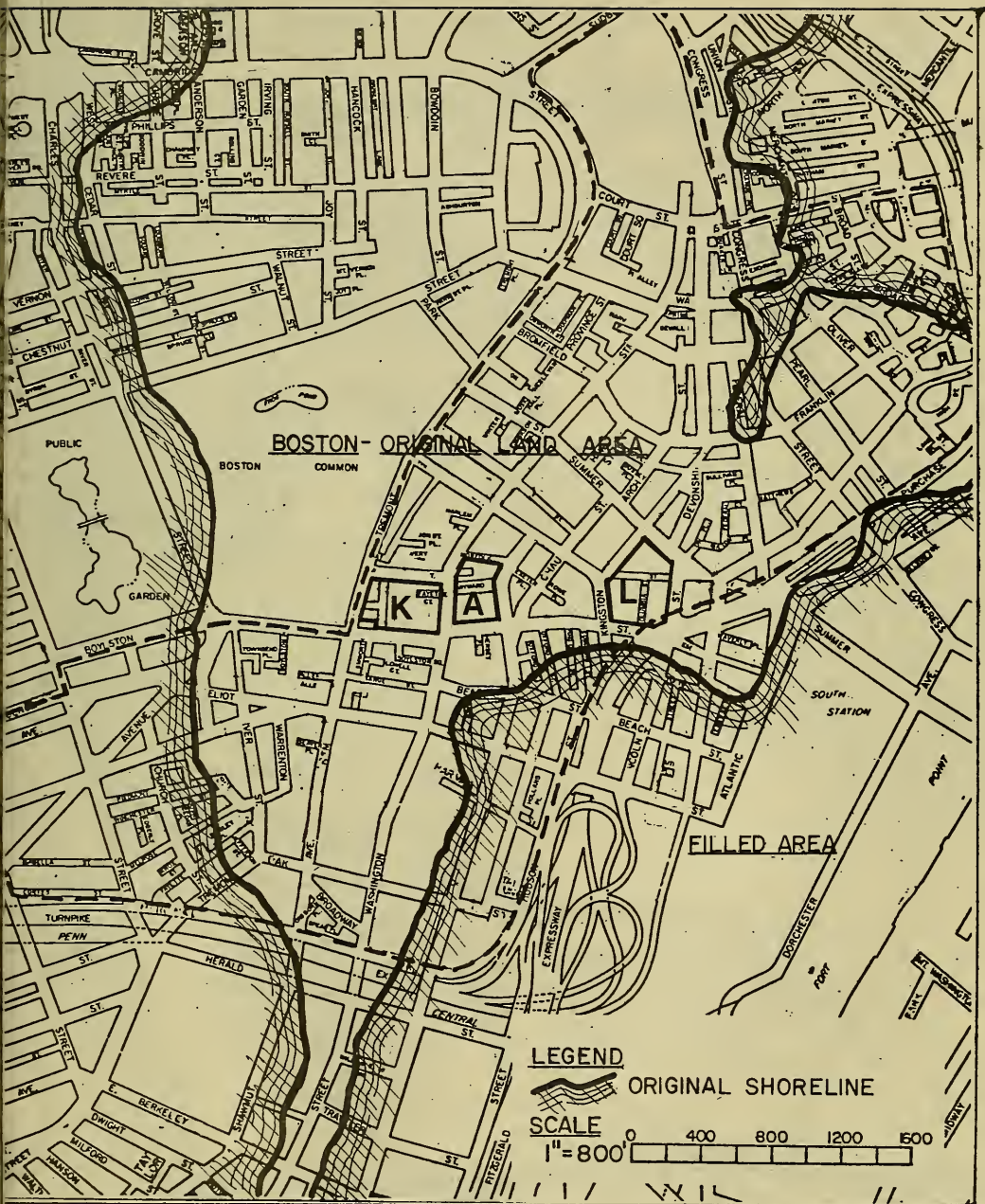




**FIGURE 11**  
**PARKING MAP**







**FIGURE 12**  
**ORIGINAL SHORELINE**





APPROXIMATE SCALE

1000 0 1000 2000 3000 FEET

FLOOD HAZARD BOUNDARY MAP

MAP REVISED

6/7/77

FIGURE

APPENDIX I: COMMENTS RECEIVED ON DRAFT ENVIRONMENTAL IMPACT  
STATEMENT

Federal

- A. Environmental Protection Agency
- B. Federal Energy Regulatory Commission
- C. Department of Health, Education, and Welfare - Office  
of the Regional Director
- D. Department of Health, Education, and Welfare -  
Social Security Administration
- E. Department of the Interior
- F. Department of Labor
- G. Small Business Administration

State

- H. Executive Office of Environmental Affairs

Local

- I. Boston Redevelopment Authority
- J. Massachusetts Bay Transportation Authority
- K. Metropolitan Area Planning Council (Area-wide  
Clearinghouse)





UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
REGION I

J. F. KENNEDY FEDERAL BUILDING, BOSTON, MASSACHUSETTS 02203

June 9, 1978

Mr. L. F. Bretta  
Regional Administrator  
General Services Administration  
John W. McCormack Post Office & Courthouse  
Boston, MA 02109

Dear Mr. Bretta:

We have completed our review of the Draft Environmental Impact Statement (EIS) for the proposed Construction of New Federal Office Building, Repair and Alteration of John W. McCormack Post Office and Courthouse, and Purchase of Leased Food and Drug Administration Building, Boston, Massachusetts. We have the following comments.

1. General. In order to adequately assess the impacts of the specific site, a Draft EIS Supplement should be issued once the site for the new Federal Office Building is chosen. This supplement should allow for comments by both federal agencies and the public. As the EIS indicates, it is difficult to analyze environmental impacts until the site is chosen. Considering the variability of sites within the delineated area, especially the potential for some of them to become CO problem areas, such a supplement seems both useful and necessary.

2. Air Quality. After a specific site for parking is chosen, EPA should receive assurance that NAAQS standards for that site will not be violated. Detailed discussion of this impact should be included in the Draft Supplement and the Final EIS.

In addition, consolidation of office space offers an excellent opportunity for GSA to expand car and van pooling programs. We hope the Final EIS will elaborate on present car and van pooling plans, and measures that will be used to encourage the expansion of such programs in the future. Such programs can be valuable contributions to the achievement of air quality standards.

3. Noise. The Draft Supplement and the Final EIS should discuss any noise impacts caused by project related changes in traffic patterns.

cc - 1/1



Mr. L. F. Bretta  
Page Two  
June 9, 1978

In accordance with our national rating system, a copy of which is enclosed, we have classified the Draft EIS as LO-2.

We would appreciate receiving a copy of the Supplement and Final EIS when they are released.

Sincerely,

*Wallace E. Stickney*

Wallace E. Stickney, P.E.  
Director, Environmental & Economic  
Impact Office

Enclosure

## EXPLANATION OF EPA RATING

### Environmental Impact of the Action

#### LO -- Lack of Objections

EPA has no objections to the proposed action as described in the draft environmental impact statement; or suggests only minor changes in the proposed action.

#### ER -- Environmental Reservations

EPA has reservations concerning the environmental effects of certain aspects of the proposed action. EPA believes that further study of suggested alternatives or modifications is required and has asked the originating federal agency to reassess these aspects.

#### EU -- Environmentally Unsatisfactory

EPA believes that the proposed action is unsatisfactory because of its potentially harmful effect on the environment. Furthermore, the Agency believes that the potential safeguards which might be utilized may not adequately protect the environment from hazards arising from this action. The Agency recommends that alternatives to the action be analyzed further (including the possibility of no action at all).

---

### Adequacy of the Impact Statement

#### Category 1 -- Adequate

The draft environmental impact statement sets forth the environmental impact of the proposed project or action as well as alternatives reasonably available to the project or action.

#### Category 2 -- Insufficient Information

EPA believes that the draft environmental impact statement does not contain sufficient information to assess fully, the environmental impact of the proposed project or action. However, from the information submitted, the Agency is able to make a preliminary determination of the impact on the environment. EPA has requested that the originator provide the information that was not included in the draft environmental impact statement.

#### Category 3 -- Inadequate

EPA believes that the draft environmental impact statement does not adequately assess the environmental impact of the proposed project or action, or that the statement inadequately analyzes reasonably available alternatives. The Agency has requested more information and analysis concerning the potential environmental hazards and has asked that substantial revision be made to the impact statement.

If a draft environmental impact statement is assigned a Category 3, no rating will be made of the project or action; since a basis does not generally exist on which to make such a determination.

ENVIRONMENTAL PROTECTION AGENCY

RESPONSE:

1. A public meeting will be held prior to publication of the Final EIS so that all interested parties may express their views on the three final sites under consideration. Environmental impact information on the three sites will be available for review prior to the meeting. See the following self-explanatory correspondence between GSA and EPA.
2. Anticipated impacts on measured air pollution levels as a result of construction on each of the three sites is discussed in Section III.F.4.b. Present car and van pooling programs, and measures which will encourage their expansion in the future, are discussed in Section III.E.5.
3. As there are no known sensitive noise receptors in the immediate vicinity of any of the three final sites, any traffic increases resulting from the new building are not expected to cause significant permanent noise impacts. As discussed in Section III.F.5, no violations of city noise regulations are anticipated, either during construction or after completion of the building. Measures to mitigate temporary construction noise impacts are discussed in Section IV.B.

May 3, 1979

Mr. Wallace E. Stickney, P.E.

Director

Environmental & Economic Impact Office

United States Environmental Protection Agency

John F. Kennedy Federal Building

Boston, Massachusetts 02203

re: New Federal Building  
Boston, Massachusetts

Dear Mr. Stickney:

As discussed with Ms. Betsy Higgins of your staff last week, in lieu of a Draft EIS Supplement as suggested in your letter dated June 9, 1978 commenting on our DEIS, this agency is proposing to make available to the public without formal processing additional information compiled since the publication of our DEIS dealing specifically with the three sites remaining under consideration for the subject project and from which a final site will ultimately be selected after the filing of the Final Environmental Impact Statement.

We propose to circulate the information to known interested persons and groups, including of course those agencies which commented on our DEIS, and simultaneously to publicize the availability of the information in the Boston newspapers and other available local media. The notification will also advise the details of a public hearing to be held within 25-30 days thereafter, thus affording the public the opportunity to comment on the additional material and the project in general. All substantive comments received at the hearing and written extensions of hearing comments will be addressed in our Final Environmental Impact Statement.

We feel that our proposal accomplishes the same objectives as the supplement but at the same time involves substantially less time. Because of the rapidly escalating construction costs, this is of major concern to us.

We trust you will concur with our proposal, and we will appreciate your advising us in the matter as soon as possible.

Sincerely,

  
BEVERLY L. JAMES

Director, Operational Planning Staff  
Public Buildings Service





UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
REGION I

J.F. KENNEDY FEDERAL BUILDING, BOSTON, MASSACHUSETTS 02203

May 8, 1979

Beverly L. James  
Director, Operational Planning Staff  
Public Buildings Service  
General Services Administration  
John W. McCormack Post Office and Courthouse  
Boston, MA 02109

Dear Ms. James:

Thank you for your recent letter concerning the proposed new Federal Building in Boston.

Since your proposal to provide new information on alternative sites includes opportunities for comment and a public hearing, we believe it would accomplish the same objectives of a supplemental environmental impact statement, and have no objections to that procedure.

We appreciate being advised of your proposed use of this procedure, and look forward to reviewing the new information when it becomes available.

Sincerely,

A handwritten signature in cursive script, reading "Wallace E. Stickney", is written over the typed name.

Wallace E. Stickney, P.E.  
Director, Environmental & Economic  
Impact Office

4-1 (CMB)  
ES

FEDERAL ENERGY REGULATORY COMMISSION  
WASHINGTON, D. C. 20426

April 21, 1978

Miss Beverly L. James  
Director, Operational Planning  
Staff  
General Services Administration  
Region 1, John W. McCormack  
Post Office & Court House  
Boston, Massachusetts 02109

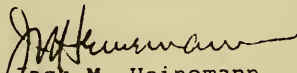
Dear Miss James:

I am replying to your request of April 5, 1978, to the Federal Energy Regulatory Commission for comments on the Draft Environmental Impact Statement for the construction of a new Federal office building in Boston. This Draft EIS has been reviewed by appropriate FERC staff components upon whose evaluation this response is based.

The staff concentrates its review of other agencies' environmental impact statements basically on those areas of the electric power, natural gas, and oil pipeline industries for which the Commission has jurisdiction by law, or where staff has special expertise in evaluating environmental impacts involved with the proposed action. It does not appear that there would be any significant impacts in these areas of concern nor serious conflicts with this agency's responsibilities should this action be undertaken.

Thank you for the opportunity to review this statement.

Sincerely,



Jack M. Heinemann  
Advisor on Environmental  
Quality

RESPONSE: Acknowledged



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

REGION I

JOHN F. KENNEDY FEDERAL BUILDING

GOVERNMENT CENTER

BOSTON, MASSACHUSETTS 02201

OFFICE OF  
THE REGIONAL DIRECTOR

June 13, 1978

Ms. Beverly L. James, Director  
Operational Planning Staff, PBS  
General Services Administration  
Room 724, John F. McCormack Post  
Office and Courthouse  
Boston, Massachusetts 02109

Dear Ms. James:

H.E.W.'s Regional Environmental Council has reviewed the draft Environmental Impact Statement for the proposed Federal Building, Boston, Massachusetts.

Attached is a copy of the comments offered by this agency.

Thank you for giving us the opportunity to review and comment on this draft statement.

Sincerely yours,

Donald Branum  
Regional Environmental Officer

Attachment

## DEIS on Proposed Federal Building, Boston, Massachusetts

### Comments Offered by HEW

I. The DEIS on the proposed Federal Building in Boston is a very general document and glosses over a number of issues in a superficial manner. Two major shortcomings appear to be the treatment of agency space and parking accommodations.

The amount of space proposed for assignment to each agency varies significantly from a low of 99 square feet per person to a high of 687 square feet per person. The major concern here is that several agencies appear to have been assigned (albeit tentatively) an amount of space below the minimum standards set forth in the Federal Property Management Regulations.

While the Federal Property Management Regulations break down space requirements by grade level and various other factors including the amount of equipment (cabinets, etc.) necessary to fulfill agency requirements, a round figure of 150 square feet per person is utilized to approximate the amount of space necessary for each employee (including equipment). Six (6) agencies employ almost 50% of the proposed number of personnel to occupy the building will be allotted less than 150 square feet per person. Bringing each employee up to a minimum of 150 square feet would consume 23,804 s.f. of the 44,000 set aside for future expansion. While it may not be necessary to allot each of these agencies additional space, it would seem to be necessary for 3 or 4 agencies.

Some of the agencies make mention of a modest growth rate of 3-5% per year anticipated in future years. If this figure is indeed modest, the building would be inadequate to serve the needs of all the agencies proposed before construction could be completed. The space reserved for future expansion would be consumed within the next three to four years. It is questionable as to whether the building can be completed in this time frame.

The net effect of a building at overcapacity is that the facility would not serve as a panacea for all federal needs in the City of Boston as much of the verbiage in the DEIS leads one to believe.



Since many of the proposed agencies would not be able to occupy the completed facilities, further leases would continue to exist, much of the consolidation of services could not take place, and overall efficiency would not be achieved to the extent described. The building itself would provide a long step toward achieving these objectives but the supporting arguments are not without fallacy.

The treatment of parking also leaves something to be discussed. The Clean Air Act of 1970 freezes construction of new parking facilities in Boston. However, the proposed site plan also includes areas which have little or already over-burdened parking facilities in the immediate area. It is somewhat misleading to state that "minor changes in employee commuting habits may result," more so if one of these areas is eventually selected. This would be especially true if the lack of adequate parking facilities require a complete change in the mode of commuting, increases the cost of transportation and adds to the length of the workday inclusive of commuting time. (This is not to speak of the possibility of walking many blocks through snowstorms, rain, inclement weather or areas of increased danger where crime rates are higher than in other areas of the city.)

A general criticism of the DEIS is that it belittles the negative impacts of the project under the assumption that it will only involve changes within the same metropolitan area. However, the Boston metropolitan area, including Cambridge, covers considerable territory. The relocation of a number of federal agencies from one small area may have a serious economic impact upon the neighborhood; even to the extent of driving small business concerns completely out of business. It would appear that negative impacts have been discussed in a fairly cursory manner throughout the DEIS.

II. The primary concern after reviewing the DEIS is that based on HEW's projected need for 225,000 square feet of office space in Boston by FY'84, and deducting the allotment of 65,274 square feet which is HEW's proposed occupance, this agency would then need 159,727 square feet at the J.F.K. Building-or an increase of 36,227 square feet over its present area of 123,500 square feet.

The question arises as to which agency does GSA proposes to evict in order to give HEW two additional floors here at the J.F.K.?

Additionally, it would appear that in designing the foundation for this building, the Government should allow for the possible addition of more stories to this structure. If the architect who designed the JFK Federal Building had done so, we would have added stories to the Lo-Rise section at great savings of time and money.

As you are well aware, the local realty interests oppose these measures because of the loss of revenues and the loss in taxes. However, the majority of space offered to the Government is less than first class and wouldn't meet all safety, health and handicapped standards without makeshift modifications or by waiving regulations. Increased efficiency of colocation and savings in rental costs inherent in these proposals will ultimately mean less outlay by the Government and a resultant saving to the public.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
OFFICE OF THE REGIONAL DIRECTOR

RESPONSE:

1. As noted in Section II of both the Draft EIS and in this Environmental Data, "...the proposed space assignments are tentative, for planning purposes in determining the required size of the new building. There may be reassignments of agency space between Government-owned and leased space before the proposed building is completed, so that agencies other than those listed may finally be assigned to the new building...."

A comparison of the housing plans in the DEIS and this document shows that such a change in proposed housing has already occurred. The major purpose of this change is to implement the President's Urban Policy, as mandated by Executive Order 12072 of August 16, 1978, entitled "Federal Space Management." This change has resulted in the proposed relocation of agencies from suburban Newton, Burlington, and Quincy to the Central Business District of Boston, as discussed in Section II. This will require the retention of more leased space in downtown Boston than is indicated in the DEIS. However, the building will still achieve its major objectives of consolidating agencies to the greatest extent practicable, and minimizing the amount of leased space required in the metropolitan area.

The amount of space proposed for assignment to agencies is based on requirements submitted to GSA by the agencies themselves. The number of personnel is based on budgeted personnel ceilings. It should be noted that the quoted "round figure of 150 square feet per each employee" applies only to office space, and that the areas proposed for assignment may also include special and storage space. This accounts for some agencies' proposed assignments being in excess of 150 square feet per person. The low figure for the new housing plan is 115 square feet per person. This is the same as the present utilization rate for the agency involved, and they have not indicated to GSA a need for increased space.

The freeze on construction of new parking facilities in Boston is mandated by EPA's Transportation Control Plan, as discussed in Section III.E.5, but does not apply to non-commercial facilities such as the proposed building. The adequacy of parking in the vicinity of each of the three sites is discussed in Section III.E.2. Due to the change in the proposed housing plan discussed above, employee commuting habits are expected to change to a greater extent than indicated in the DEIS. However, it is anticipated that the environmental impact of this change will be mostly beneficial, because it is expected to result in greater use of public transportation and car pools, and less use of single occupant vehicles. This is discussed in Section III.E.1 (All three sites are easily

accessible by all available forms of transportation. Such climatic conditions as snowstorms, rain, and inclement weather are not site specific. Crime is not expected to be any greater a problem at any of the three sites than at any other part of the delineated area.)

The relocation of individual Federal agencies from outlying areas to downtown Boston is not expected to have any significant adverse impacts on existing businesses in the vicinity of these agencies. This is because the space to be vacated is expected to be backfilled within one year due to the tight suburban office space market, as discussed in Section III.C.4.

2. As mentioned in Section II, three agencies are proposed to be relocated from the JFK Federal Building into the proposed new building. At that time, GSA will make the appropriate reassignment of this vacated space. (This comment does not really fall into the realm of environmental impact. Future correspondence on this matter should be directed to GSA's Space Management Division.)

At the time of project design due consideration will be given to incorporating future extension capability. Although the Federal Government is not subject to local zoning regulations, GSA attempts to comply with them wherever possible. There are varying zoning restrictions on each of the sites being considered, and those applicable to the site finally selected will, of course, influence the building design. Zoning is discussed in Section III.A.4.



# MEMORANDUM

TO : Donald Brantum  
Regional Environmental Officer

DATE: June 20, 1978

IPO-RB3

FROM : Acting Director, DMA

SUBJECT: Environmental Impact Statement

We welcome the construction of a new Federal office building within the delineated area of downtown Boston and appreciate the opportunity to comment on that construction. We do have some concerns and they are in three areas:

1. Consolidation of all SSA components in Boston within contiguous space;
2. Special space requirements for the Boston district office;
3. Special needs for the Boston Teleservice Center.

## Consolidation of SSA Components

In our memorandum to ROFEC dated 7/18/77, we indicated at that time that we wish to have all our organizational components located in contiguous space. This was in response to the current moves which are beginning to take place within the JFK Building. SSA was, and still is, located in five separate locations. Even after the current moves have taken place, SSA will be located on both the 11th and 12th floors of the JFK Building, as well as the 23rd floor, a Summer Street location, and in Park Square (Boston D/O). As we pointed out in the July memo, we experience very real operational problems which are inherent with the physical separation of our components. As we stated then, the physical isolation of any component serves to subvert the SSA reorganization design to unite the program entities and the application of SSA procedures in this Region. In a second memo to ROFEC dated October 28, 1977, we again reiterated our desire to unify all our components within the JFK Building

If a second Federal building is constructed, we would hope that SSA would be granted three full floors of the JFK Building. This would allow us to bring all our components into one installation, thus being more manageable and allowing us to give better service to the public. We would want to occupy three floors in the JFK Building rather than simply

moving our components presently outside of the JFK Building into the new building and continue to end up with a split operation. GSA should certainly be able to accomplish this without any difficulty.

#### Space Needs for the Boston SSA District Office

The sites under consideration for the new Federal office building are all within the service area. However, this is a far-reaching area and there are various implications depending on the site chosen. The main concern for the new building in regards to the Boston district office would be the location. If the location was in the South Station area this could be quite suitable, however, if it should be in the Government Center area it would be less suitable or if located in the North Station area it would be unacceptable. Population/service area characteristic data would show that the North Station area, at best, would be a poor location for the district office. Also, transportation to the North Station area would be such that the bulk of the people coming into the Boston district office would require a subway change.

If the Boston district office is included in the new Federal building, the space should be located on the second or third floor to allow for easy access for our disabled and handicapped beneficiaries. This space also should be such that expansion would be possible, if warranted, at a later date, hopefully, in an area contiguous to that space.

If all the SSA components were consolidated together on three floors of the JFK Building the only unsuitable space for the district office would be on the first floor of the low-rise building. Some years ago, the SSA district office was located in the low-rise building and they had considerable problems there with people asking for directions within the building. Apparently, the public considered the SSA office a reception area for the entire complex, thus the traffic in the office was increased greatly by the number of people not on social security business but rather looking for directions to other parts of the JFK Building.

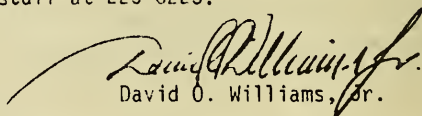
Space in the high-rise section of the JFK complex would be suitable for the district office as long as the office was given at least a full wing on either side of the building. The district office's space requirement is about 10,000 sq.ft. and any space that required a split operation would be unacceptable.

If we are given a choice however, in regards to the Boston district office, we would prefer to have it remain in it's present location. The present space is convenient as far as transportation is concerned and is also suitable and quite adequate for our needs.

## Special Needs of the Boston SSA Teleservice Center

There are several items unique to this type of facility that are of primary concern to us. There has been and is currently a problem at the existing Teleservice Center in regards to availability of space for expansion. Also, the weight of the telephone equipment is such that special supports are required and special care taken in construction of the flooring due to the excessive weight of this equipment. Third, the underfloor ducts must be greatly oversized in order to house the cabling for the telephone equipment. Finally, consideration must be given to the fact that the Automatic Call Distributor equipment is leased for a set time period. It is extremely expensive to relocate this equipment. Unlike other SSA components, we have no particular need to have the Teleservice Center located within the same building or within contiguous space to the rest of the regional office. Therefore, we would be reluctant to spend the money necessary for the relocation of the Teleservice Center.

This summarizes our basic concerns in regards to the new Federal office building. I cannot overemphasize our desire to have contiguous space for our regional office components. Hopefully, this new building will accommodate our needs in this regard. If you have any further questions, please contact Doug Aiken of my staff at 223-0223.



David O. Williams, Jr.

cc: ARC/FO  
AD II  
DM, Boston  
Manager, TSC  
Chief, FFSMPB  
FSS, PS/DA

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
SOCIAL SECURITY ADMINISTRATION

RESPONSE:

1. Under the present proposed housing plan, the SSA District Office and Area Office are to be relocated to the new building. The Teleservice Center and the Bureau of Hearings and Appeals District Office are to remain at their present locations. All other SSA components are to remain in, or be relocated to, the Kennedy Building.
2. All three of the final sites for the new building are within the South Station area (as opposed to the Government Center or North Station areas), identified by SSA as "suitable" for the District Office, which is proposed to be relocated to the new building.
3. All of the other comments are space assignment matters which should be directed to the GSA Space Management Division, J. W. McCormack Post Office & Courthouse, Boston.





# United States Department of the Interior

OFFICE OF THE SECRETARY  
Northeast Region  
15 State Street  
Boston, MA 02109

ER-78/296

May 22, 1978

Dear Ms. James:

This is in response to a request for the Department of the Interior's comments on the draft environmental statement for construction of New Federal Office Building, Repair and Alteration of McCormack Post Office and Courthouse, and Purchase of Leased Food and Drug Administration Building, Boston, Suffolk County, Massachusetts.

The draft statement indicates that, in conjunction with the Public Buildings Cooperative Use Act of 1976 (P.L. 94-541), alternatives have been explored for using an historic structure for the new office building. Since no structures have been located which would adequately fulfill the General Service Administration's needs, a new site now must be identified.

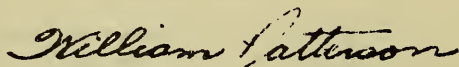
1. The statement does not discuss, under the section entitled "Impacts" on pages 20-21, how archeological impacts will be addressed in the final environmental statement. When a site for the new building is selected, an archeological survey should be undertaken under the supervision of the State Historic Preservation Officer. The existence of any archeological resources and potential project impacts should be discussed in the final statement. Otherwise, the statement correctly indicates that Section 106 of the National Historic Preservation Act of 1966 and Executive Order 11593 will be complied with in full.
2. The proposed actions appear to have no significant adverse impacts on fish and wildlife resources, and this should be mentioned in the final environmental statement. Also, upon selection of a construction site, we suggest that the final statement present a site-specific assessment of potential impacts related to ground-water conditions.



Ms. Beverly L. James, Boston, MA

3. The Department recommends that the feasibility of constructing recreational facilities in the building for Federal employees be discussed in the final statement.

Sincerely yours,

A handwritten signature in cursive script, reading "William Patterson".

William Patterson  
Regional Environmental Officer

Ms. Beverly L. James  
Director, Operational Planning  
Staff (IPG)  
General Services Administration  
John W. McCormack Post Office  
and Courthouse  
Boston, MA 02109

DEPARTMENT OF THE INTERIOR

RESPONSE:

1. The Massachusetts Historic Commission (MHC) has indicated that there is little likelihood that prehistorical or historical sites will be encountered in the areas of the final three sites. However, if in the opinion of GSA and the Commission, significant archeological remains are possible once a site is selected, an archeological field survey will be conducted. This is discussed in Section III.B.2. (The Executive Director of the MHC is the State Historic Preservation Officer.)
2. Vegetation and wildlife are discussed in Section III.F.2; groundwater conditions at each of the three final sites are discussed in Section III.F.1.
3. GSA does not propose to construct recreation facilities for Federal employees in the new building.

U.S. DEPARTMENT OF LABOR  
Employment & Training Administration  
John Fitzgerald Kennedy Federal Building

08-15  
5-15  
176  
Boston, Massachusetts 02203

Ref: 1TGMF

MAY 9 1978



Mr. L.F. Bretta  
Regional Administrator  
General Services Administration  
Region I  
John W. McCormack Post Office  
and Courthouse Building  
Boston, Massachusetts 02109

Dear Mr. Bretta:

In response to your letter of April 5, 1978 concerning : (1) construction of a new Federal Office Building (2) repair and alteration of the John W. McCormack Post Office and Courthouse, and (3) purchase of the Food and Drug Administration Building, the following comments are offered for your consideration:

1. It would appear economically feasible to construct new space to house many of the Federal agencies now occupying leased space. This action would bring together many agencies that lack cohesiveness because of their physical separation.
2. The renovation of the John W. McCormack Post Office and Courthouse appears to be logical to convert considerable existing space from Post Office to Courthouse use. The existing space will physically lend itself to courthouse use at a minimal cost.
3. If the purchase of the Food and Drug Administration Building, now under leasehold, is to the economic advantage of the Government, all of the factors considered being favorable, this agency interposes no objections to its purchase.

Sincerely,

*Luis Sepulveda*  
Luis Sepulveda

Regional Administrator for  
Employment and Training

RESPONSE: Acknowledged.





U. S. SMALL BUSINESS ADMINISTRATION, REGION I  
60 BATTERY MARCH  
BOSTON, MASSACHUSETTS 02110

April 11, 1978

Miss Beverly L. James, Director  
Operational Planning Staff  
General Services Administration  
John W. McCormack POCH  
Boston, MA 02109

Dear Miss James:

We appreciate the opportunity to respond to your request for environmental impact comments regarding the construction of a new Federal Office Building in Boston as well as repair and alteration work for the courts in the J.W. McCormack Building, and the purchase of the Food and Drug Administration Building.

Needless to say, as a Federal Agency we would have great interest as a potential occupant of a new Federal Building. More specifically, however, the construction and utilization of such a building would have beneficial economic impact in providing jobs and expanding Boston's base economy for small business.

The construction of a new federal building as well as renovation work in the McCormack Building would provide both immediate and long-term socioeconomic impact to the Boston Area. As an Agency we have great interest in the contracting of the construction work involved in both buildings to insure that an appropriate portion of the business generated is awarded to small businesses under both our 8(a) Program and through set-aside contracts. We would have additional interest in the relocation of small businesses which might have to be moved to make way for the selected site of the new federal office building. SBA maintains a special loan program for displaced businesses.

Subsequent to occupancy of the new federal office building, we would be interested in any concessions for services in the building for small business procurements and minority entrepreneurs under continuing programs of the SBA.

We appreciate the opportunity to comment. Should you wish further information or discussion regarding small business interests in these proposed federal projects, please contact Mr. John W. Swenson, Assistant Regional Director for Administration, at this address.

Sincerely,

Stanley C. Weinberg, Jr.  
Regional Director

## SMALL BUSINESS ADMINISTRATION

### RESPONSE:

Employment impacts in general and SBA concerns in particular are discussed in Section III.C.2. The necessity to relocate any businesses on the site selected, and mitigating measures to be taken by GSA, are discussed in Sections V.C and V.D. Any businesses to be relocated by GSA will be informed of all available sources of assistance, including SBA loans.



# The Commonwealth of Massachusetts

Executive Office of Environmental Affairs

100 Cambridge Street

Boston, Massachusetts 02202

100  
Cam  
St  
2

EVELYN F. MURPHY  
SECRETARY

April 18, 1978

Miss Beverly L. James, Director  
Operational Planning Staff  
General Services Administration  
Region I  
John W. McCormack Post Office &  
Courthouse  
Boston, MA 02109

RE: DEIS No. EMA 78002

Dear Miss James:

Governor Dukakis has referred the DEIS on the Construction of New Federal Office Building, Repair and Alteration of John W. McCormack Post Office and Courthouse, etc. to this office for appropriate comment.

The site specific projects described in the DEIS are generally adequately covered, but the primary new construction of a new federal office building is not identified as to site. The areal features of site location are adequate as far as that feature is concerned, but a new 22 story building with 100,000 square feet of parking may present some extremely serious problems depending on its specific site location and design characteristics. In the densely developed downtown Boston area there exist difficult management problems with carbon monoxide, traffic congestion, pedestrian circulation, and wind and shadow impact. While location of new federal facilities in urban centers is encouraged, it must be accomplished in a manner that reflects as a highest priority locational sensitivity to urban problems. I would therefore suggest that the Final EIS, at a minimum, present and analyze several specific sites within the designated area. The objective should be to find that specific site which blends the building's mass and use into an existing dense urban area with an absolute minimum of disruption.

Thank you for the opportunity to comment on this DEIS.

Sincerely,

Evelyn F. Murphy, Secretary

MASSACHUSETTS EXECUTIVE OFFICE OF ENVIRONMENTAL AFFAIRS

RESPONSE:

Prior to site selection, a public meeting will be held so that all interested parties may express their views on the three final sites under consideration. Substantive comments presented at this meeting, and GSA's responses, will be included in the Final EIS. This is discussed in the response to Comment 1 of the Environmental Protection Agency.

In this Environmental Data, air quality impacts of each of the three final sites are discussed in Section III.F.4; traffic circulation is discussed in Section III.E.1; pedestrian circulation is discussed in Section III.E.4; wind impacts are discussed in Section III.F.6; and shadow impacts are discussed in Section III.F.7.



# Boston Redevelopment Authority

Robert F. Walsh, Director

MAY 30 1978

Miss Beverly L. James, Director  
Operational Planning Staff  
General Services Administration, Region I  
John W. McCormack Post Office and Courthouse  
Boston, Massachusetts 02109

Dear Miss James:

The Boston Redevelopment Authority has reviewed the Draft Environmental Impact Statement respecting the construction of a new Federal Office Building in Boston, repair and alteration of the John W. McCormack Building, and purchase of the leased Food and Drug Administration Building and submits the following comments for your consideration.

1. In general, we have no objections to either the proposed renovations to the McCormack Building or the purchase of the FDA Building, although we recognize that the latter action would have the adverse impact of removing the property from the tax rolls. With regard to the new Federal Office Building, we can only make some rather broad comments since specific sites have not been delineated. We would expect that the Final Impact Statement will locate specific sites, as well as recommend a preferred site for the construction of the new Federal Building. In addition, we would hope that the General Services Administration would coordinate its site selection process with the BRA and the City of Boston in order that an acceptable site may be selected.
2. In this respect, it is unclear why the "delineated area" was limited to only the four census tracts in Downtown Boston, which omits both the North and South Station geographic areas, as well as an area adjacent to Government Center. These omitted geographic areas are included within census tracts 701 (block group 2) and 203 (block groups 1, 2, 3).

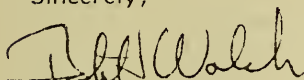
It is also unclear why GSA's criteria (location of historic districts, availability of purchase steam, proximity to Government Center area and availability of public transportation) would not equally apply to the North and South Station geographic areas. Although it is a fact that the existing zoning in the North Station area would not allow for high-rise development, the City of Boston recognizes that the zoning in the area does not reflect current market trends or the policy of the City to concentrate more intensive development in this geographic area.

We would, therefore, recommend that the proposed "delineated area" be extended to both the North and South Station geographic areas of Downtown Boston for the reasons outlined above.

3. It should also be recognized that the construction of a new Federal Office Building will remove taxable property from the City's tax rolls and thus deprive the City of tax revenues - the amount, of course, depending on the site to be acquired. Siting in the downtown office and retail area could preclude use of the property for prime office space and remove land with some of the highest evaluation in the City from the tax rolls. Discussion of this impact was clearly missing from the Draft EIS, although it was noted for the purchase of the FDA Building.
4. Furthermore, the construction of a 22-story tower within the downtown area would have a good potential for creating wind and shadow problems already prevalent in this area, which would necessitate careful siting and design of the building. We would expect that these physical impacts also be evaluated in the Final EIS.
5. We would also like to point out some corrections to the Draft EIS. On page 16 ("Relationship of DA to Urban Renewal Area"), it should be noted that the future of the Park Plaza plan is not uncertain and that all required City and State approvals have been obtained. The State Transportation Building is expected to be under construction by late 1978 or early 1979, and the BRA currently is soliciting proposals for the remaining development parcels in the project area. Secondly, with respect to ambient air quality (p.46), the most recent EPA and Massachusetts status reports on air quality indicate that Boston is considered an attainment area for  $SO_2$ .
- 6.

We trust that these comments will be helpful to you in the preparation of the Final EIS; and again, we would look forward to working with the GSA in selecting an appropriate site for the new Federal Office Building.

Sincerely,



Robert F. Walsh  
Director

BOSTON REDEVELOPMENT AUTHORITY

1. As mentioned in the response to Comment 1 of the Environmental Protection Agency, a public meeting will be held prior to publication of the Final EIS, to afford interested parties the opportunity to comment on the three final sites under consideration. These comments, and GSA's responses, will be included in the FEIS. GSA has been, and will continue, coordinating its site selection process with the BRA and the City of Boston.
2. Since publication of the Draft EIS, the delineated area was further revised to include the North and South Station areas. This is discussed in Section III.A.1 and shown in Figure 2 of this Environmental Data.
3. Discussion of property tax impacts as a result of construction of the new building on each of the three final sites is contained in Section III.C.3.
4. Wind and shadow problems resulting from the proposed project are discussed in Sections III.F.6 and III.F.7, respectively.
5. Urban renewal areas and redevelopment projects are discussed in Section III.A.3. The information in this section has been reviewed and concurred in by the BRA Public Information Officer.
6. The change in attainment status for SO2 from priority I to priority III has been noted in Section III.F.4.



**MASSACHUSETTS  
BAY  
TRANSPORTATION  
AUTHORITY**

50 High Street, Boston, MA 02110

Ms. Beverly L. James, Director  
Operational Planning  
General Services Administration  
John W. McCormack Building, Rm. 724  
Boston, Massachusetts 02109

Dear Ms. James:

The Massachusetts Bay Transportation Authority has reviewed the draft Environmental Impact Statement prepared by your office for construction of a new Federal office building in downtown Boston. The Authority supports this proposal, because it will serve to centralize the work location for Federal employees in the Boston area to downtown, where the MBTA is best equipped to assume a greater share of commuting by public transportation.

We do have concern for the effect of a new 22-story building for 2,300 employees on the passenger handling capabilities of our nearby transit stations. We recognize that a specific site for the new building has not been determined, and as the D.E.I.S. notes, "any localized impacts on transportation facilities cannot be evaluated until a specific site has been selected". The Authority therefore requests that the MBTA be added to the list of agencies, officials and groups to be consulted about this action, and that as a specific site is determined, we are notified so that we may review the likely effects of this building as located on our facilities. We need this information to determine whether modifications are needed to those nearby transit stations that may experience larger rush-hour peaks in travel demand due to the new building. We would also like to discuss with you the possibility of staggered work hours, if such a program is not already in effect for those Federal employees who will be located at the new building. This would contribute to better utilization of our rolling stock and a more comfortable ride for our users during the commuting hours.

We appreciate the opportunity to make this review and look forward to working with you as your plans for this new building are finalized.

Sincerely,

Warren J. Higgins  
Director of Construction

rt

Enclosure

cc: Mr. Curt Danforth  
Office of State Planning



## PROPOSAL REVIEW FORM

TO: Dan Cauffield MBTA	DATE: April 24, 1978
	78030365

The following proposal has come before the Office of State Planning for its review. We are actively soliciting input on this proposal before taking any action. We would appreciate your comments or any information which you think would be helpful. If you have any questions, please feel free to contact the O.S.P. person identified below.

## PROPOSAL:

National Environmental Policy Act of 1969

SEE ATTACHED

PROPOSER: General Services Administration	OTHER SIGNIFICANT ACTORS:
LOCATION OF PROPOSAL:	OTHER RELEVANT INFORMATION (FUNDING, ETC.):

## REVIEW REQUIRED:

☐ State Clearinghouse (4-95) review. In your review, focus on the proposal's compatibility with your agency's plans, programs, and objectives.

For your evaluation and comment.

XX

For your information; comment if you wish.

☐ Environmental Impact Statement and/or Environmental Impact Report. You are not required to comment on the advisability of the proposal; your review should focus on the adequacy of the EIS/EIR. (See below.)

Other:

Information is needed for us to better evaluate. Specific information (if any) requested \_\_\_\_\_

OFFICE OF STATE PLANNING CONTACT PERSON Curt Danforth	PHONE REPLY DATE May 8, 1978
--	------------------------------------

For your convenience, you may use the space below for your comment. Alternatively, you may return your review, comments, and/or information on an attached sheet.

- |   |   |
|---|---|
| <input type="checkbox"/> Concur with proposal; no comment.                        | EIS/EIR: report found to be adequate; comments (if any) attached. |
| <input checked="" type="checkbox"/> Concur with proposal; comments attached.      | EIS/EIR: report found inadequate; noted inadequacies attached.    |
| <input type="checkbox"/> Concur conditionally with proposal; conditions attached. | Requested information attached.                                   |
| <input type="checkbox"/> Need more information; questions attached.               | Requested information is unavailable.                             |
| <input type="checkbox"/> Do not concur with proposal; explanation attached.       | Have no comment, as proposal is not relevant to our concerns.     |

## COMMENTS

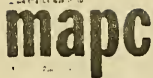
SIGNATURE: \_\_\_\_\_ DATE: \_\_\_\_\_

REVIEWER (IF DIFFERENT FROM SIGNATORY): \_\_\_\_\_

MASSACHUSETTS BAY TRANSPORTATION AUTHORITY

RESPONSE:

The MBTA will be added to the list of "Agencies, Officials, and Groups Contacted About This Action" (Section IX) in the Final EIS. However, the identification herein of the three sites under final consideration should be of assistance in evaluating the impact of the project on existing MBTA facilities. MBTA concerns are discussed in Section III.E.3 of this Environmental Data.



# Metropolitan Area Planning Council

44 School Street Boston, Massachusetts 02108

Carla B. Johnston  
Executive Director

(617) 523-2454

June 30, 1978

Ms. Beverly L. James, Director  
Operational Planning Staff  
General Services Administration, Region I  
John W. McCormack Post Office and Courthouse  
Boatton, Massachusetts 02109

RE: Environmental Impact Statement for Construction of  
New Federal Office Building, Boston (MAPC #EIR-78-12,  
Received April 10, 1978)

Dear Ms. James:

In accordance with the provisions of the National Environmental Policy Act the Metropolitan Area Planning Council, as metropolitan clearinghouse, has reviewed the above-referenced environmental impact statement.

Mr. Philip Zeigler and Ms. Gail P. Rotegard have been notified and request to make review comments on the above application. Enclosed is the response of Mr. Zeigler. Ms. Rotegard's response will be forwarded upon receipt.

There appear to be no conflicts with the Council's regional goals and objectives.

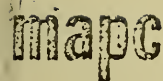
Very truly yours,

A handwritten signature in dark ink, appearing to read "Carla B. Johnston", is written over the typed name.

Carla B. Johnston  
Executive Director

CBJ:kfp  
Enclosure

cc: Mr. Philip Zeigler, BRA  
Ms. Gail Rotegard, MAPC Rep.  
Ms. Evelyn Murphy, EOEA  
Mr. Frank Keefe, OSP



# Metropolitan Area Planning Council

44 School Street Boston, Massachusetts 02108

Carla B. Johnston  
Executive Director

(617) 523-2454

## ENVIRONMENTAL REVIEW REQUEST

TO: Mr. Philip Zeigler  
Boston Redevelopment Auth.

DATE: April 10, 1978

I.D.#: #EIR-78-12

Enclosed is a description of the project referenced below.

The Council requests that you consider whether this report adequately describes the project's impact upon your community and addresses significant environmental benefits and potential damages.

ACTIVITY: See attached

E.O.E.A.#:

The Council has only 15 Calendar Days to file comments with E.O.E.A. To meet this deadline, your comments must be received at the MAPC by:

MAY 10, 1978

- ☒ Adequately Describes Environmental Impacts (Comment Below)
- ☐ Merits Further Environmental Study (Explain Below)
- ☐ Need More Information (Questions Below)

EXPLANATORY COMMENTS:

SEE ATTACHED LETTER

### RESPONSE:

The letter attached was a copy of the BRA's comment letter of May 30, 1978 to GSA. This letter was previously responded to in this appendix.

SIGNATURE: 

DATE: 6/1/78





## APPENDIX II: AN EVALUATION OF THE ARCHITECTURAL RESOURCES OF THREE POTENTIAL SITES FOR THE NEW BOSTON FEDERAL BUILDING

### Introduction

The recent attempt of the General Services Administration to reuse buildings of architectural and historical character, partially prompted by the Public Buildings Cooperative Use Act, has given the agency an unprecedented opportunity to aid in the preservation of our nation's architectural heritage. The new Boston Federal Building Project has demonstrated, however, that this opportunity has intrinsic problems. Several of these were expected. The old buildings require extensive rehabilitation to make them conform to present GSA standards for Government office space. More seriously, most old buildings available for Government reuse differ drastically from GSA's own historic properties.

The Government has been concerned from the early days of the Republic with structural permanence and fire safety. The Supervising Architect of the Treasury and his predecessors were pioneers in the use of central heating, structural metal, and many mechanical amenities. From the early 19th century Federal Buildings were large scaled, partly because they were viewed as symbols of the new nation and partially because the space requirements of the Government were already extensive by the early 1800's. Once this precedent of building monumental and enduring structures was set, the expansion of our country and its economic growth only solidified this practice.

By the last decade of the 19th century attitudes and building practices had been set which generated the bulk of GSA's historic properties and left the American town and cityscape altered. The early 20th century continued these processes. The Great Depression only intensified the desire for permanence and excellence in a period of austerity and uncertainty.

Architectural monumentality has been challenged in the later 20th century partially because largeness itself has become commonplace. The massive structures of the post war period have ruptured the urban texture and have dehumanized the environment of millions of Americans. In response, the Government has attempted to lower its profile and has endeavored to conform to and complement the existing urban environment rather than to recreate it.

The Public Buildings Cooperative Use Act manifests this new attitude towards the built environment and is a dramatic change from the Government's stance of the last few decades which precipitated urban renewal projects, demolishing the heart of many American cities large and small. The Boston Project gives the Government, and the community affected, the first opportunity to examine the implications of this envisioned change in satisfying Federal space requirements. Boston, as a location, will test in depth the viability of extensive reuse. The City's rich architectural heritage and historic significance will intensify both the opportunities and the problems and create a model of either success or failure for subsequent GSA projects.

The three final sites under consideration possess historic fabric: The Washington-Essex Site (A), The Boylston-Washington Site (K), and Church Green Site (L). After the sites were inventoried, the existing structures were evaluated by a uniform set of criteria:

1. The architectural and historic value of the structure in relation to local and area resources.
2. The contribution made by the structure to its environment.
3. The site integrity of the structure.
4. The physical and visual integrity of the structure.
5. The applicability of the structure to reuse.

#### Site A

Site A (Figure II-1) is occupied by one structure, the Washington-Essex Building, and the use of the site implies either retention or total demolition. The building possesses modest architectural interest and (because of the Essex Theatre) some historical significance. Although the building's ground area is the largest in the area, its non-assertive massing and details allow it to positively contribute to its environs. It would also mediate well between the existing small structures adjacent it and any proposed large scale new construction such as Lafayette Place. The only major alteration to the facade is a section of infill on Washington Street.

The building lends itself well to Federal reuse because it capsulates an entire city block and the floors are relatively unbroken by load bearing elements. The

structure is recyclable and its retention would constitute significant energy and material conservation. The site of the Hayward Place Garage would provide additional area unencumbered by historic properties.

### Site K

Site K is occupied by several structures of varying degrees of historical and architectural merit (Figure II-1). In order to create a feasible site for the proposed Federal Building, selective demolition would be required. The historic properties on Site K are not a cohesive assemblage; they vary greatly in scale and do not create a stylistic continuum. The contribution each structure makes to its environs is basically in its relation to the individual streetscapes and not to the site as a whole. Unfortunately, among the properties of greatest historical interest are those whose retention would most adversely affect site redevelopment.

Most of the historic fabric on the site has been severely altered, (e.g. 605 Washington Street) some past recognition, (e.g. 617 Washington Street). Because of the irregular configuration of the parcels and the disparity of construction techniques, the reuse potential of the historic properties is limited. If buildings are retained, outlease for multi-use appears to be the most feasible utilization. The other alternative would be to exclude retained structures from the redevelopment site.

The historic properties possessing the most visual integrity and allowing the most unimpeded site redevelopment are located on Tremont Street. Because corner structures are by nature more visually autonomous, the two brownstones at Avery Street and the Masonic Temple at Boylston Street would best survive some sort of adjacent redevelopment. These three structures, however, are similar in neither scale, style, nor materials. In addition, intervening new construction would be dominant visually regardless of scale simply because of the width of the new facade. The Masonic Building and the former Edison Building at 178 Tremont Street are the only structures similar in scale and style and large enough to function visually with the necessary scale of the new construction. Recessing the new construction back from the present building line and attempting to isolate the Masonic Temple and the two brownstones would wrench these structures out of their visual context, lessening their landmark value and weakening the argument for their retention.



Site K presents a serious problem for redevelopment if the preservation of historic structures on the site is to be one of the project goals. None of the buildings are of premier architectural quality. Several possess identifiable associative value. Few could survive the intended construction without being visually compromised. If the retention is to be selective, the structures one would retain on visual grounds would not be those retained for historical reasons. Regardless of the actual structure or structures retained, making the choice appear anything but arbitrary in light of the intended construction would be most difficult.

#### Site L

Site L (Figure II-2) does not possess a great deal of coherence; however, the existing significant structures were all built within the last quarter of the 19th century. The streetscape from 87 Summer Street to 99 Bedford Street displays significant integrity and is interrupted only once between 93 and 101 Summer Street. Sympathetic infill would easily be achieved at minimal expense.

The other three significant structures, 100 Bedford Street and 80 and 100 Kingston Street, although isolated on the site, are visually part of the garment district. This area, centered on Essex Street, is composed of architecturally significant buildings remarkably unaltered which create a recognizable and cohesive architectural district of visual merit and local landmark value. The demolition of 80 to 100 Kingston Street would constitute a diminution rather than an interruption of the garment district. 100 Bedford Street, although altered, possesses sufficient integrity to be considered architecturally distinguished. Unlike the other historic structures, it does not conform to its environs architecturally. Although its development of the intersection of Kingston and Bedford Streets is a definite enhancement to the area, its small scale presents a severe problem if adjacent new construction is to be sympathetic. The row of significant later 19th century buildings opposite 100 Bedford Street on Kingston Street would contribute to and would be enhanced by a redevelopment of Site L compatible with the Summer and Lincoln Streets properties.

The largest and most significant structure on the site is the Bedford Building. Its position on a side street makes it difficult to defer to architecturally and to use as a visual anchor in the redevelopment. A significant change in

building height adjacent the Bedford Building would be difficult to view as nonadverse. The block bounded by Bedford, Columbia, Essex and Kingston Streets appears to be the location where high-rise construction would have the least effect on the architectural resources of the site.

### Conclusion

As mentioned in the introduction, the opportunity for incorporating historic fabric into new construction is beset by many problems which are intensified if the suitability of the resources for reuse is not one of the initial determinants in site selection. If retention of historic structures on a site is made possible only by demolition of all others, preservation is being ill served. If the retention of older building stock allows only the design of a new structure that is undistinguished if not defective, the Federal project has not contributed to the urban environment visually, but has simply created a legacy of architectural mediocrity.

If any demolition of potentially significant structures is contemplated by GSA, it has the responsibility to determine the value of the resource. GSA is obliged to apply the Criteria of Eligibility for listing on the National Register in consultation with the Commonwealth of Massachusetts. If the property appears to meet the criteria or if there is a question in this regard, GSA must seek from the Secretary of the Interior a Determination of Eligibility. It is the responsibility of GSA to provide the necessary documentation for this determination.

If the property is determined eligible, an adverse effect is imputed by the Advisory Council's Regulations. GSA shall, therefore, prepare and submit a Preliminary Case Report, notify the Massachusetts Historic Preservation Officer, and proceed with the consultation process set forth in Section 800.6 of the Advisory Council Regulations. The Council will sign a Memorandum of Agreement relating to a project requiring demolition only if it has been demonstrated that there are no feasible or prudent alternatives which would avoid or satisfactorily mitigate the adversity, and that it is in the public interest to proceed with the undertaking.

Demolition is not the only action which is considered adverse. Alteration of the property or its surrounding environment and introduction of elements that are out of character with the property are also potentially adverse.

Any of these actions would require a Determination of Effect in consultation with the Massachusetts Historic Preservation Officer. If effect were determined to exist, a Determination of Adverse Effect would have to be made. If adversity were found, the process with the Advisory Council would be the same as for demolition.







Scale 1" = 100'



### APPENDIX III: SUMMARY OF GSA PROCEDURES FOR PROCESSING ENVIRONMENTAL IMPACT STATEMENTS (DELINEATED AREA vs SPECIFIC SITES)

GSA is a Federal agency vested with statutory authority to provide Federal agencies with the space necessary to carry out mandated functions. Prior to the construction, alteration, lease-purchase, or acquisition of such space exceeding established statutory cost minimums, a prospectus document must be filed for approval by resolution of Public Works Committees of the House and Senate of the U.S. Congress. The prospectus document details the proposed project plan to satisfy Federal agency space needs which are determined by agency request and evaluation of space availability.

Except in special limited circumstances, site selection is not addressed in the prospectus document. As the submission of the prospectus is a critical point in the decisionmaking process, and a prospectus may be construed as a proposal for legislation, GSA submits a Draft EIS to the Congressional Committees. The Draft EIS is based upon a "delineated area", within which, should Congressional Committee approval be forthcoming, the site investigation will transpire. The "delineated area" development is the product of a model which is based on program requirements, Federal policies, and environmental factors. Specific sites are not described for consideration in the Draft EIS, but are analyzed in depth in a comparative evaluation included in the Final EIS.

Should specific sites be revealed in a Draft EIS for public review prior to project authorization and appropriation, there would be accompanying repercussions and undue disruptions to the real property acquisition process without corresponding benefit. Property owners of all sites would be faced with reluctant buyers who would be hesitant to become involved in moves which could prove short-lived, potential site prices could skyrocket due to speculation, and tenants occupying a facility might vacate the premises in false anticipation of the Government action.

To maximize public participation in the environmental process, GSA procedures include public hearings and meetings with public officials to discuss the site investigation report, the formal preparation of which commences subsequent to project authorization. The site investigation team's recommendations are based in part on an evaluation of the environmental factors in the Draft EIS and comments on the Draft EIS. The Site Investigation Report summarizes the team's findings and is submitted to the GSA Administrator

with the Final EIS for final site selection. Final administrative actions in the form of actual site acquisition and the sending of notices of relocation, should they prove necessary, do not take place until at least 30 days subsequent to the filing of the Final EIS with the Environmental Protection Agency. During this 30-day moratorium period, comments having bearing on factors relative to essential points involved in the final decision are accepted, reviewed, and included as a part of the official administrative report.

Due to the potential historic preservation impacts of the proposed Boston project, GSA is supplying additional site specific information ahead of that supplied in the formal Final EIS document. The information was made available to provide for public input into the actual site selection process and to help accurately assess public preferences and sentiments with regard to a particular site.









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